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ABSTRACT

With the selection of the role of the media in development education activities as the theme for the meeting, the Advisory Committee on Voluntary Foreign Aid (ACVFA) continued its dialogue with the private and voluntary organizations (PVO) community on the crucial issue of educating the U.S. public about hunger and related international development issues. The state of the art in development education through mass media techniques was discussed during the 2-day meeting. Major concerns of participants were focused in two areas: the need for sharper distinctions between fund-raising and education efforts and the need for increased coverage of development progress and problems by the news media. A third issue addressed the need for Agency for International Development (AID) and the PVOs to develop a communications policy and set of objectives and procedures. Additionally, sessions dealt with public education, reporting about the Third World, World Food Day, collaborative efforts in development education, media approaches, AID education activities, and advisory committee business. The eight appendices include: a list of participants; a discussion of development education as an integral component of a PVO; a list of development education project grants; and the charter of the ACVFA. (AH)

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June 1982

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AGENDA

MEDIA AS A DEVELOPMENT EDUCATION RESOURCE

Location: The Mayflower Hotel
1127 Connecticut Avenue, N.W.
Washington, D.C. 20009

THURSDAY, June 10, 1982

8:00 A.M.	Registration and Coffee
9:00 A.M.	Plenary Session: Presidential Room Robert Marshall, Vice-Chairman
9:15 A.M.	Opening Remarks Joseph C. Wheeler - Deputy Administrator, AID
9:30 A.M.	Keynote Address: World Hunger Media Awards Program Awards Program Manager: Marti Rogol Executive Director, World Hunger Year
10:00 A.M.	Coffee Break
10:15 A.M.	Media Approaches Part I Paul Feyereisen -- Impact on Hunger Tim Burgess -- Director of Media Development and Marketing, World Concern Jim Cudney -- Assistant Administrator, Program Development, National Rural Electric Cooperative Association Cathryn Scoville -- Director of Public Affairs, International Institute for Environment and Development Discussion from the Audience

Thursday, June 10, 1982 (continued)

12:00 Noon	Luncheon: East Room Speaker: Ann Crittenden -- Journalist, New York Times, Washington Bureau
2:00 P.M.	Opening Remarks: Don Thieme -- Deputy Director, AID/OPA
2:30 P.M.	Obstacles and Challenges to Reporting About the Third World -- Media Panel
	Moderator: Patricia Ellis -- Reporter, MacNeil-Lehrer Report
	Panelists: Peter Osnos, former Foreign Service Editor, currently National Editor, Washington Post
	Adrian Peraccio, Journalist, Newsday
	Georgie Anne Geyer, Syndicated Columnist
3:30 P.M.	Coffee Break
3:45 P.M.	World Food Day: A National Development Education Activity for PVOs -- Panel Presentation
	Moderator: Roy Pfautch, Chairman, ACVFA Subcommittee on Development Education
	Panelists: Linda Worthington - The World Hunger Education Service
	Rod Leonard - The Community Nutrition Institute
	Nick Raymond - FAO Representative
	Larry Marton - USDA Representative
4:45 P.M.	Collaborative Efforts in Development Education: John Sommer - Development Education Task Force P.A.I.D.
	Dan Force - Development Education Subcommittee, American Council of Voluntary Agencies for Foreign Service
5:30 P.M.	Reception (Cash Bar): East Room

FRIDAY, June 11, 1982

9:00 A.M.	Opening Remarks E. Morgan Williams - Chairman, ACVFA
9:10 A.M.	Development Education as an Integral Component of a PVO Edith R. Wilson - Director, Communications Department, CARE
9:30 A.M.	Advisory Committee Business 1. Resolution Recognizing Joseph C. Wheeler 2. AID/PVO Policy Update 3. Dates and Locations for FY '83 Meetings 4. New Business
10:45 A.M.	Coffee Break
11:00 A.M.	Media Approaches Part II Martha Stuart -- President, Martha Stuart Communications Joan Holmes -- Executive Director, The Hunger Project
11:45 A.M.	AID Development Education Activities Moderator: Dagnija Kreslins -- Director, AID Development Education Program Report on Current Development Education Projects: Thomas Collins - Schools Project Susan Goodwillie - Media Roundtables Overview of New Projects Under the AID Development Education Grant Program
1:00 P.M.	Closing Remarks

OVERVIEW

With the selection of the role of the media in development education activities as the theme for this meeting, the Advisory Committee continued its dialogue with the PVO community on the crucial issue of educating the U.S. public about hunger and related international development issues. The "state of the art" in development education through mass media techniques was discussed during the two-day meeting.

Through these presentations and reports, a number of key issues emerged. The major concerns of participants were focused in two areas: the need for sharper distinctions between fund-raising and education efforts; and the need for increased coverage of development progress and problems by the news media. Don Thieme of AID/OPA and General Paul Feyereisen of IMPACT addressed a third issue, namely the need for AID and the PVOs to develop a communications policy and set of objectives and procedures.

Development Education vs. Fund-Raising

The importance of separating development education from fund-raising was emphasized for two reasons. First, several speakers demonstrated the need for development education as a means for not only building a new constituency (stressing the economic benefits of development which accrue to the U.S.), but also in turning a relief constituency into a development constituency.

A second reason for distinguishing development education from fund-raising activities related to the administrative issue. For financial management purposes, the ability to charge development education activities to program funds rather than operation funds is important. The Advisory Committee assigned the investigation of OMB regulations regarding this PVO financial management issue to its subcommittee on Development Education which will report its findings at the next Committee meeting in October.

Coverage of Development by the News Media

The costs and benefits of in-depth or serial reporting on development were discussed at length, as were the problems of covering a long-term process (e.g., development) rather than a crisis situation (e.g., war-famine-relief). The ability of the media to provide balanced and more positive coverage generated a great deal of discussion. Several meeting participants pointed out that PVOs engaged in development work also need to "sell" their stories to the media.

Identification of subjects to be assessed, an audience to be reached, and procedures and techniques for communicating were discussed in detail. Techniques mentioned ranged from simple monitoring of mail requests to telemarketing and informal media networks.

OPENING REMARKS

Joseph C. Wheeler, Deputy Administrator, AID

Dr. Robert Marshall, Vice-Chairman of the Committee opened the meeting, made agenda changes and welcomed the first speaker, Joseph C. Wheeler, Deputy Administrator of AID.

Mr. Wheeler began his remarks by referring to the Biden-Pell Amendment to the International Security and Development Act of 1980, stating that it charges AID to encourage the on-going work of PVOs in development education. He stated that the legislation provided a unique opportunity to facilitate public discussion of hunger and development issues. He reviewed his recent participation in the Rome Conference on the Fight Against Famine, sponsored by the government of Italy, which was in effect a development education program. The government of Italy is quadrupling its aid levels over the next several years, and is therefore participating more actively in the development dialogue engendered by the five organizations to which they were host: the U.N. Food and Agriculture Organization, the World Food Council, the World Food Program, the International Fund for Agricultural Development, and the Society for International Development. This "dialogue among donors" focused on the question of sector strategies and the policy mixes

that will enhance production. Because this conference did not have to result in a resolution or financial pledges, the participants were able to discuss problems (e.g., Africa) and successes (e.g., Pakistan, India) freely, and to rededicate themselves to the challenges and opportunities of development. Citing examples of the conflicting needs of urban and rural populations, the presence of strengthened social infrastructure, and the necessary interaction of international research institutes, Mr. Wheeler stated that he believes it is the challenge of development education to communicate the complexity and "excitement" of the development process to the American public.

The Development Education Project Grant Program, authorized by the Biden-Pell Amendment, constitutes AID's major Development Education activity in FY'82. Mr. Wheeler announced the recipients of the first round of grant awards: the Minnesota International Center; the YMCA of the USA; the Booker T. Washington Foundation; Michigan Partners of the Americas; Bread for the World Education Fund; International Nursing Services Association; the Overseas Education Fund; Advisory Committee on Overseas Cooperative Development; World Education, Inc.; Save the Children; and the Credit Union National Association. He noted that these grants are a modest and experimental beginning, and that open and on-going evaluation of these programs in the coming months will be very valuable. He wished all grant recipients the best of success, and thanked the Committee for inviting him to speak.

KEYNOTE ADDRESS

World Hunger Media Awards Program

Marti Rogol, Executive Director,
World Hunger Year

> "We firmly believe that once adequately informed, the American people will respond with the energy, ingenuity and generosity that are the hallmarks of our best moments as a nation."
>
> -- World Hunger Media Awards Endowment

Mr. Marshall, Vice Chairman, ACVFA, introduced the keynote speaker, Mr. Marti Rogol, Manager of the World Hunger Media Awards. Mr. Rogol provided a brief history of the awards program, and information on how to apply.

The World Hunger Media Awards were established by Kenny and Marianne Rogers in memory of Harry Chapin, the talented performer who donated a great deal of time and effort to the cause of eliminating world hunger, before his death. The purpose of the program is to encourage, honor and reward those journalists who go "upriver" and report to the American public on the causes of hunger and underdevelopment. By doing so, the sponsors hope to increase the number of media people covering the issue each year.

Awards will be presented for the first time this fall, and will be given in eight categories: 1) Best Newspaper

Coverage; 2) Best Periodical Coverage; 3) Best College Publication Coverage; 4) Best Film; 5) Best Television Coverage; 6) Best Radio Coverage; 7) Best Photo Journalism and 8) Best Book. There will also be a Special Achievement Category for an individual or group to be awarded occasionally to cover unique or other non-traditional media productions. In order to qualify, submitted works must have been published in the U.S., within the past year. Entries will be judged by a panel of journalists and development specialists. Awards will be announced annually the day after Thanksgiving.

In response to questions from the audience, Mr. Rogol indicated that "published" means "shown" to persons other than one's family or friends, and that the current or potential impact of the piece will be weighed along with the scope of its distribution to date. The amount of the individual awards has not yet been determined (dependent on the interest earned on the $1 million endowment), but should be between $2,500 to $5,000. The address for those who would apply is:

World Hunger Foundation
350 Broadway
New York, New York 10013

MEDIA APPROACHES, PART I

"A major effort to better educate the American public about the complexities of hunger is extremely important.. Once Americans can better understand the effects and causes of world hunger, the U.S. can take the lead and work toward the final alleviation of this problem."

-- President's Commission on World Hunger

Dr. Marshall introduced General Paul Feyereisen of IMPACT on Hunger. IMPACT is a new PVO whose sole purpose is to educate the U.S. public on hunger and development through the media. A survey conducted by IMPACT of the "state of the art" of hunger education in 1980 revealed that:

- a wealth of materials are available
- emphasis is on the "negative"
- "formal" media lag behind the informal networks
- sources of information and funding tend to be the same for all organizations
- distribution of materials is inadequate and poorly targeted

It is in this context that IMPACT on Hunger developed its "Master Plan" for educating the American people. The Master Plan targets 190 million Americans at work, home, traveling, school, play and worship. The Master Plan includes procedures and materials for three levels of development education: to create awareness, to provide in-depth education, and to motivate action.

General Feyereisen indicated that the greatest need exists at the level of awareness. Two techniques that IMPACT has used, in addition to radio public service announcements, which seem to be successful are a logo (blue ribbon) and a slogan ("Imagine a World Without Hunger!). The latter has been displayed for a year on a billboard in Times Square. Recommended activities for the other levels include: the distribution of more detailed press releases; sponsorship of local debates; and more support of the "converted" through detailed reports and specific guides or recommendations for action.

General Feyereisen concluded with three major recommendations for any group to follow. First, all organizations should greatly increase their distribution of written materials. Second, provide exemplary, generic (i.e., not fund-raising) informational materials to the formal media. Third, better utilize the hundreds of informal, specialized networks that have their own publications. Regarding this last point, IMPACT will distribute its Master Plan materials through 2,500 such networks.

"We are concerned about the television image of starving children with bloated bellies.

We are concerned about the moral and ethical questions surrounding television fundraising. We are concerned about the affects of our development projects -- are they really helping the economically and politically powerless majorities? And, we are concerned about the dignity of the people of the developing world -- do we really have their personal interests in mind when we use their photographs for fundraising?"

-- World Concern

The next speaker was Mr. Timothy Burgess, Director of Media Development and Marketing for World Concern. Mr. Burgess gave a background presentation on how World Concern uses media to support its relief and development efforts. Because of the recognized difficulty of generating support for development, rather than relief, World Concern has developed techniques for converting their relief constituency into supporters of development. Mr. Burgess described the techniques as follows:

- publishing an alternative cookbook which, in addition to recipes, includes a section on the causes of world hunger and poverty, and their relationship to lifestyles and public policies
- producing a 25-minute film, based on Food First, entitled "The Myths of Hunger", for use by community groups
- publishing a monthly magazine with in-depth articles on development
- distributing monthly letters and information packets to update overseas activities and to report World Concern accomplishments.

So far, contributions to World Concern for development projects have remained steady, even in the face of economic difficulties in this country. Nonetheless, World Concern is busy working on new ways to educate its development constituency. The World Concern Education Fund, to be established over the next eight months, will have this as its sole purpose.

While the Fund is being established, World Concern will make greater use of telemarketing techniques. They have already used telemarketing to acquire new constituents by placing toll-free numbers on the screen during television specials. World Concern's Telecommunications Center in Seattle has 104 in-coming lines. They use the Center both for the direct response program mentioned above, and for follow-up solicitations of donors. The ROLM computer at the center enables staff to analyze "market" response quickly at lower overhead costs. World Concern has learned that constituents want to know more about World Concern, and where contributions are allocated.

Beginning in August, 1982, World Concern will operate its national toll-free information line, which will play more than 10 different tapes addressing world development issues. Scripts for 12 tapes are currently being written. Future tape topics will be determined by analysis of comment mail, telephone surveys, and the results of quarterly constituent-need surveys. Mr. Burgess noted that World Concern's telemarketing hardware and tapes will be available for use by other organizations.

James Cudney, Program Administrator for Asia and the Pacific of the National Rural Electric Cooperative Association (NRECA) followed with a description of his organization's experiences. Mr. Cudney began his presentation by describing NRECA's constituency -- 25 million consumers of rural electricity, provided by 1,000 cooperatives employing 55,000 people. In its efforts to reach this potential development constituency, NRECA publishes a monthly magazine -- "Rural Light" -- distributing 5.5 million copies; NRECA also has an international development-oriented slide show running continuously at the 1982 World's Fair in Knoxville.

Mr. Cudney then showed a slide presentation that is shown around the country at coop and community meetings. The presentation stresses economic interdependence, depicting U.S. jobs (1.2 million) and exports (45 billion) as heavily dependent on development in the Third World. It further demonstrates that if the benefits of these jobs and exports are used to create a supply of energy in the Third World, greater prosperity will ensue. NRECA works with AID on development projects, generating demand for U.S. equipment and services.

The next presentor was Cathryn Scoville, Director of Corporate and Public Affairs of the International Institute for Environment and Development (IIED), Earthscan. Earthscan is the media division of IIED, whose sole purpose is to report in-depth on eco-development issues.

Though heavily funded by the U.N. Environment Program, Earthscan has editorial freedom, and therefore has a reputation for critical integrity.

Issues for Earthscan coverage are selected using the following criteria. The issue or problem must be:

- global in scope,
- neglected in the world press, or
- one about which enough is known so that progress toward a solution can be made.

Once an issue has been chosen and researched Earthscan publicists ensure that it is covered by the most influential media. Earthscan articles have appeared in U.S. national newspapers and government publications, and in several regional papers (e.g., Long Island's Newsday) which have readers interested in international issues. In addition to briefing documents, Earthscan produces feature stories, a monthly bulletin, and photosheets. One of its earliest and continuing activities is serving as a conference news service for the various U.N. conferences, such as the one on renewable resources held in Nairobi last August, and sponsoring press seminars.

Following these presentations, Dr. Marshall opened the floor for questions, beginning with Committee Members.

In response to a question from Roy Pfautch regarding what happens after the NRECA film is shown, Mr. Cudney said that the film usually stimulates a great deal of debate (and thus, sometimes action) among viewers. Mr. Pfautch commended NRECA for what he considered an excellent example of a stimulating development education resource.

ACVFA Member Dr. Carl Taylor then asked a number of questions, soliciting ideas on how different groups generate action from their audiences. The presentors agreed that it was necessary to: make the problem comprehensible by showing examples of what one person can do; get materials into the public schools; provide useful information to journalists; encourage lobbying by constituents (when legally possible); and use more development-oriented rather than relief/fund raising activities.

Robert R. Nathan briefly described the very successful "walk-a-thons" that were held by the Freedom from Hunger Foundation (an FAO spin-off organization) 15 years ago.

LUNCHEON ADDRESS

Ann Crittenden, Journalist
New York Times

Ann Crittenden, New York Times reporter specializing in international political economy, addressed the luncheon attendees. In her talk, Ms. Crittenden provided background to her recent article on food aid to Bangladesh. She commented on the large numbers of "donor" personnel in Dacca (about 10,000), and their very pessimistic attitude in the face of Bangladesh's excellent agricultural resources. Donors who seem to influence policy because their priorities are clearer than the government's do not acknowledge that they might be doing anything wrong, or that there is good news to report. She suggested that this could be attributed to their personal interest in preserving Bangladesh's dependency on donor assistance.

Ms. Crittenden stated that PVOs can fill the gap between large government-sponsored programs and unmet needs in Bangladesh. Due to a lack of local currency to match big projects, small PVO projects may be more welcome, particularly if they work with local organizations. She gave as a positive example the Mennonite vegetable production project. In addition to project funding, basic commodities (fertilizer, cooking oil, cotton) and credit are urgently needed in Bangladesh.

A participant asked how to effectively publicize small PVO projects which don't have "sexy numbers" to feed the media. Ms. Crittenden's response stressed the importance of "human-scale" stories that readers can relate to, and the value of linking overseas development projects to development projects in the U.S.

SETTING THE STAGE FOR PUBLIC EDUCATION

Don Thieme, Deputy Director,
USAID Office of Public Affairs (OPA)

Dr. Marshall opened the afternoon session by introducing Mr. Don Thieme, Deputy Director of AID's Office of Public Affairs (OPA).

Mr. Thieme has worked in advertising and public education in the fields of alcoholism prevention and criminal justice, but said that selling foreign aid has been his toughest job yet. He titled his remarks "Thoughts While Waiting for a Cab in Ouagadougou." His first point was that we are missing a plan for communications. We need to plan in terms of the audience to be reached, the issues to be covered, and the techniques to be used.

Regarding planning aids, Mr. Thieme referred to a small, inexpensive study his staff did using votes in Congress as one barometer of what parts of the country are supportive of foreign aid. He stressed the need for public opinion polls which would allow communicators to further hone their plans.

Once the audience has been determined, it is important to examine mailing lists, to see whether your publications are reaching the people you want to reach. His office found that they were doing a superb job of reaching one of the least important audiences.

OPA has also recently taken steps to establish an organizational voice or company theme. The purpose of this is to foster recognition of the agency and its goals. A Speakers Kit for all AID officials to use has been put together.

His second point -- "tidal wave theory" -- was that rather than scatter many small messages, it is frequently more effective to focus one's efforts on one or two major public affairs projects. As an example he pointed to the 1981 World Food Day, Harry Chapin Memorial Broadcast on WASH-FM, in which AID helped WASH-FM develop an in-depth, serial presentation on world hunger. WASH-FM executives now say that the broadcast drew more audience response than anything else over the last five years.

In the rest of his talk, Mr. Thieme stressed the need for salesmanship to the media, proactive communications policy, an overall plan and the need to understand the language requirements of different media (print vs. radio vs. television). He also pointed out that 10,000

letters and calls come in to OPA each year; this is a potential audience or network that has not yet been fully tapped. Finally, Mr. Thieme urged that a community education or public relations component be built into development projects, so that development efforts are not ignored or misunderstood by those we are trying to help and consequently, fall short of any level of success.

OBSTACLES AND CHALLENGES TO REPORTING ABOUT THE THIRD WORLD

Moderator: Patricia Ellis, Reporter
MacNeil-Lehrer Report

Panelists: Peter Osnos, National Editor
Washington Post

Georgie Anne Geyer, Syndicated Columnist

Adrian Peraccio, Reporter
Newsday

Peter Osnos described the Post's experience with "horizontal reporting", i.e., covering international stories in depth. In response to a lack of foreign news between 1975 and 1978, the Post, under the leadership of Bill Peterson, established Bureau X. Bureau X assigned reporters to cover specific topics, departing from standard assignment practice of assigning stories to reporters. While the results were interesting, they didn't generate the hoped for response. Each series took three to four months to complete, cost a great deal, and made this kind of reporting less cost-effective for the newspaper.

Georgie Anne Geyer syndicated columnist, provided anecdotes from her travels to demonstrate that: 1) it is possible to get development stories published, the trick is to make them timely; and 2) international intermediaries (e.g., journalists, development workers) have become targets in areas where different political frames of reference are operating and "no one is in control."

Adrian Peraccio described the challenge of reporting on foreign affairs and development for a regional daily (circulation 600,000) that does not have a natural constituency for such reporting. While they initially found it to be a difficult selling job, the response has been such that Newsday now has bureaus in Peking and London, and will open new ones in Mexico City and Nairobi. In general, events (or news) -- whether they be domestic or international -- are easier to sell than the process of development. Newsday has used horizontal reporting on issues such as world hunger, Central American politics, and dumping of hazardous materials overseas. Journalistic and business response to these articles was considerable, but reader response was almost nil, except for one card which read "As far as I am concerned, the Third World begins and ends at the South Bronx."

Patricia Ellis picked up on this last point, saying that sometimes events covered as news provide openings for

longer stories on underlying processes such as development. The trick here is to be able to anticipate what is going to be happening. After pointing out television's advantage as a visual medium, Ms. Ellis opened the discussion to questions from participants.

The question and answer period focused on issues articulated by Committee Member Marjorie Benton, of whether the media should reflect or mold public opinion, and how public opinion is measured. Ms. Geyer stated that ideally the media should do both; reporters need to be fed better stories. A PVO representative pointed out that PVO constituencies are large and give lots of money, yet newspapers claim there is no interest; perhaps development practioners ought to write letters to the newspapers. Mr. Peraccio stressed that reader response is a gauge for reporting, not a standard or governing factor.

WORLD FOOD DAY

Moderator: Roy Pfautch, ACVFA

Panelists: Larry Marton, USDA
Nick Raymond, FAO
Linda Worthington, World Hunger Education Services
Rod Leonard, Community Nutrition Institute

Mr. Pfautch began by characterizing the 1981 World Food Day observation as an outstanding example of how the American humanitarian impulse can be mobilized for a cause such as fighting hunger. He then introduced members of the panel, saying that the purpose of the presentation was to give background on past and future World Food Days.

The first person to speak was Larry Marton, representing the U.S. Department of Agriculture. Mr. Marton stressed that the USDA views World Food Day as on-going rather than as an annual, one-day event. He stated that the role of the federal government in World Food Day is to help create a better understanding of world food needs, and what the U.S. is doing in response to these needs. For World Food Day 1981, the Information Office of USDA stepped up its normal program, and will do so again for World Food Day 1982. There is an inter-governmental World Food Day steering committee; USDA field personnel throughout the country are urged to work with State and local planning groups. Through extension and other activities, USDA sought and will seek to educate the American public on the following issues: that hunger is a function of poverty, and that to eliminate hunger we must first tackle the problem of poverty; that a strong economy requires a strong agricultural foundation, and that while the U.S. can help, it is up to LDC governments to invest more

in their agricultural sectors; and that world agriculture and U.S. agriculture are strongly interrelated. Since decisions regarding domestic agriculture have such a heavy impact on world hunger, it is important to first understand the nature of American agricultural problems. Hunger is everyone's problem.

Nick Raymond, Director of External Relations for the Food and Agriculture Organization of North America, admitted that when the notion of a World Food Day was first broached, he believed it was a dreadful idea. He now cheerfully admits that he was wrong, but would like to see more extensive media coverage. Mr. Raymond then proceeded to analyze the success of the first World Food Day. He believes that one of the important reasons for its success is that World Food Day provided governments with a handy platform for addressing the two issues that most disturb people in the street: hunger, and disarmament. Also, World Food Day was able to benefit from extensive PVO and NGO (non-governmental organization) networks already in place.

World Food Day also had an impact on FAO. FAO's information program is being remodeled to reach the primary and secondary school levels.

Linda Worthington from the World Hunger Education Service gave the next panel presentation. Her major

characterization of World Food Day was as an international observance acted upon locally. She briefly reviewed the kinds of activities that went on across the U.S., not just in big cities but in very small towns as well. Activities included: seminars, exhibits, walk-a-thons, study groups, a "Third World Recipe Contest", etc. She agreed with Mr. Raymond that World Food Day organizers had not been prepared for the extent and intensity of the response from primary and junior high level school students.

As a result of the 1981 experience, the World Hunger Education Service has published a Directory of Who's Involved in Hunger. This Directory includes references to community development work in this country, in order to help bridge the perceptual gap between U.S. and foreign concerns. A copy of the Directory will be forwarded to all registered participants of this Advisory Committee meeting.

Rod Leonard from the Community Nutrition Institute, and a member of the National Committee for World Food Day, focused his comments on his work with the FAO consultation on educational materials for North America. A lot of educational materials on hunger and development exist; criteria for evaluating them for selection in FAO-sponsored programs needs to be developed. Once the educational materials are selected, they will need to be tri-lingual and available in larger quantities than they currently are.

General comments on the World Food Day panel presentation reflected a concern not only about the need to discuss the content of development education, but also with the need for actors in fields nominally outside of development to be included in an integrated approach to development education. Mr. Marton provided a good example by stating that hunger is more than a problem of "food" per se -- for instance, land-use needs to be approached, dealt with and communicated as a development issue.

COLLABORATIVE EFFORTS IN DEVELOPMENT EDUCATION

John Sommer, Experiment in International Living; Task Force on Development Education, PAID

Dan Force, Church World Service; Development Education Sub-Committee, American Council on Voluntary Agencies for Foreign Service

John Sommer reflected that when he was working on his book Beyond Charity in the mid-1970's, there was little development education work going on. It was only in the course of writing the book (interviewing PVO officials, etc.) that he realized that the lack of development education was a critical concern. Since that time, development education plays a larger role in PVO activities. Mr. Sommer's experience in the government leads him to believe that there is a real need for development education there also. The

Peace Corps, for example, had quite ambitious plans a few years ago to provide development education through the thousands of returned Peace Corps volunteers, but budget and other problems rapidly buried this idea. He advised the Advisory Committee to encourage the Peace Corps to renew their efforts and fulfill some of their plans. Mr. Sommer would also like to find ways to effectively mobilize Experiment in International Living participants who, while they may not have Third World experiences, are committed to an international way of life and the concept of interdependence.

Mr. Sommer is Chairman of the Development Education Task Force for Private Agencies in International Development (PAID). PAID grew as a coalition of 100 voluntary agencies over a number of years and its main concern is the diminishing support for development given by this country, particularly by the private sector. The PAID membership emphasized development education as one of the three most important topics for consideration as a community of voluntary agencies, along with the issues of private funding and federal relations. The PAID development education task force is still in the early stages of defining activities that can be carried out collectively. At issue is whether PAID should be a communications network, or whether it should be an operational coalition that would actually implement projects.

Given the diversity of voluntary agencies, there is a question as to whether it is possible to arrive at a

common definition of development education, and what its purpose should be. Members agree that the purpose is to inform and sensitize people to issues relating to Third World development, and to U.S.-Third World interdependence. Whether the purpose is also to explicitly or implicitly encourage new or long-term action is more in question. PAID needs to define the content of follow-up actions, to ensure going beyond individual agency preservation as a basis and goal for action. Actions under discussion by PAID include:

- training workshops on coalition-building; working with the media
- joint seminars (among PAID members); sharing volunteers
- joint publications
- cooperation with returned Peace Corps volunteers
- letter writing campaigns to the media

Dan Force of Church World Service spoke as the representative of the American Council of Voluntary Agencies for Foreign Service's (ACVAFS) Subcommittee on Development Education. He said that ACVAFS began to discuss development education in 1978; at that time three workshops were held, but little agreement could be found on the topic. In September 1981, ACVAFS agreed on the following definition of development education:

> Development education refers to educational programs which seek to inform, motivate and/or involve community members of all ages, in programs about developing countries or the development process. Development education is both process and content, and encompasses programs that do the following: transfer factual information about developing countries and about global political, social and economic structures and problems; foster understanding of development as a process that involves all nations; create a global consciousness and an awareness of transnational problems; promote values and attitudes that encourage a feeling of responsibility to correct injustices; and that engage citizens in action and advocacy that promote justice, equality and dignity, and will lead to an improvement in the quality of life for all peoples, especially those in the Third World.

Despite this new cooperation, mutual support and encouragement, there is a long way to go. Differences among agencies are great, but they are trying to encourage each other.

Following this presentation, John Sewell reinforced the idea of writing to the media to reward and encourage their efforts to better cover international and development issues.

A PVO representative pointed out that OMB regulations are such that some agencies may run the risk of having their development education programs disallowed (the problem is one of distinguishing development education from public information or fund raising). She requested assistance from the Committee in this regard. Mr. Force pointed

out that the Scandinavian agencies set aside a percentage of their income for domestic development education, which is audited as overseas spending.

DAY 2

June 11, 1982

OPENING REMARKS

E. Morgan Williams, Chairman

E. Morgan Williams called the second day of the meeting to order. He introduced a new member of the committee, Ms. Mary McDonald, a Cook County Commissioner and member of the Chicago Council of Foreign Affairs (a press release describing Ms. McDonald's qualifications appears in Annex 2).

DEVELOPMENT EDUCATION AS AN INTEGRAL COMPONENT OF A PVO

Edith R. Wilson, Director of Communications, CARE

Keynoting the second day of the meeting, Ms. Wilson presented her experience in working to make development education a part of on-going PVO programs. Important

factors identified by Ms. Wilson in this process include:

- recognition of progress made in Europe and Canada
- growth in development theory
- methodologies of education suited to our goals
- the emergence of strong demonstration models
- supportive change in the PVO self image

Ms. Wilson stressed that development education should be seen as a service available to PVO constituents and as such could become partially self-financing. (A complete text of Ms. Wilson's remarks is found in Annex 3.)

MEDIA APPROACHES, PART II

Martha Stuart, Martha Stuart Communications
Joan Holmes, The Hunger Project

Martha Stuart discussed the problem of "brokering" the interests of different groups in communication, particularly development communication; her series entitled "Are You Listening" is an effort to remove the broker. She stressed the value of her experience in teaching village people, and others, how to make their own videotapes, and the evolving network of these individuals. As an

introduction to the showing of her videotape of Indonesian women talking about family planning, Ms. Stuart stated her belief that "facts lead to understanding, but feelings lead to action".

Joan Holmes gave a presentation on the work of the Hunger Project. Ms. Holmes gave great credit to the work of PVOs, and in particular David Guyer of Save the Children and C. Payne Lucas of Africare as having paved the way for the success of the Hunger Project.

The Hunger Project operates through volunteers in 100 different communities. The programs, the design and delivery are for the uninformed and the unaware. In addition to local school and community projects, the Hunger Project's major education efforts involve media, such as radio and television Public Service Announcements (some of which are produced completely by volunteers), direct mail pamphlets and newsletter "Shift in the Wind", and newspaper advertisements. Ms. Holmes showed a TV Public Service Announcement and a slide show entitled "Now is the Time". The slide show is shown at the beginning of day-long "End Hunger Briefings" which are held locally across the country.

AID DEVELOPMENT EDUCATION ACTIVITIES

Dagnija Kreslins, Director of Development Education Programs, AA/FVA

Thomas Collins, Project Manager, Global Perspectives in Education

Susan Goodwillie, President, Goodwillie Group, Boston, Massachusetts

Dagnija Kreslins, Director of AID's Development Education Program, moderated the session on AID Development Education activities, and announced the names of eleven organizations which have received grants under the new program. In describing the program, Ms. Kreslins stated that "there is no constituency (for development education)... we need to build one". AID's development education program is designed to reach three target audiences: the media, the public schools, and, through PVOs and Coops, the general public. Each project area is designed to reach one of these groups.

The first speaker was Susan Goodwillie of the Goodwillie Group which coordinated "Media Roundtables" across the country. The purpose of these events is twofold. First, to increase the quantity and quality of U.S. media coverage and analysis of international issues. Second, to make visible the market for Third World news among business and local organizations (e.g., coops). In addition, roundtables are designed to make visible and encourage the work of PVOs in each host city. It is through them that local leaders and "personalities" can be mobilized, and that

development issues can be related to the economic realities of U.S. life (e.g., jobs depend on trade). One of the things the Goodwillie Group has discovered in operating these round-tables, is that within each of the communities where they have been, there are individuals, groups and businesses with experience in the Third World, experience which was not publicized or remained unknown to the local media.

Each roundtable is an educational and consciousness-raising opportunity. The realities of world food inequities are brought home by the random use of three sets of meal-tickets for participants with each group getting different kinds of meals ranging from sumptuous to meager. Round-table participants are provided with background readings, and encouraged to participate in discussions with the guest speakers (among whom there is always a representative from a Third World country). Ms. Goodwillie noted that the blanket use or the term "Third World" is offensive, and that the process of discovering the offense is a valuable educational opportunity.

The Goodwillie Group has conducted roundtables in Seattle, Milwaukee and St. Louis. Information and materials resulting from one of them -- "The Pacific Northwest and the Third World" -- are being introduced into the Seattle public school curriculum.

Thomas Collins from Global Perspectives in Education spoke about the public schools project. Mr. Collins stated that the project has produced kits of development-related materials at three grade levels (4-6; 7-9 and 10-12), which

have been distributed to 90 test sites across the country. Based on results of pre- and post-tests, these kits will be revised by September 1. Mr. Collins noted that teachers and administrators were ready to use them, which demonstrates, he believes, the effectiveness of PVO work in mass education and communication.

While the aim of the project will be to expand the use of the revised kits, this will be difficult to do in the face of large school fund cutbacks throughout the country. Furthermore, only 13 states mandate an international perspective in social studies courses. To counteract this effect, Mr. Collins suggested that AID try to mobilize the national educational associations in Washington, D.C., to enlist their support; in this way, state and local teachers and school administrators who wish to use the kits will be able to point to national support for the AID Schools Program.

Ms. Kreslins then introduced representatives from the organizations awarded grants in this first competitive process and briefly summarized their activities stating that projects address various target groups, utilize diverse strategies and cover wide-geographic areas. (Descriptions of grant programs are included in Annex 4). Though the program is modest in funding, this Administration has made a commitment to see it grow and prosper in the coming years. The total amount of funds allocated to the program in 1982 is $750,000 of which $600,000 was awarded through competitive grants.

ADVISORY COMMITTEE BUSINESS

E. Morgan Williams, Chairman

E. Morgan Williams, Chairman opened the ACVFA business meeting. He began by thanking Dr. Marshall for chairing the first day of the meeting. The first order of business was the reading of a resolution praising Joseph C. Wheeler, out-going Deputy Administrator of AID; the resolution was drafted by Robert Nathan, Willie Campbell, David Guyer and Merton Cregger. The complete text of the resolution, adopted by the Committee follows:

> The Advisory Committee on Voluntary Foreign Aid and representatives of Private Voluntary Organizations in session in Washington, D.C. on June 10, 1982 adopt the following resolution:
>
> We pay tribute to Joseph C. Wheeler; one of the truly great and effective leaders in the field of international development, on the occasion of his resignation as Deputy Administrator of the Agency for International Development.
>
> Joe was one of the pioneers in formulating and implementing America's far-reaching programs to help the peoples

> of the less developed countries to help themselves. It was no accident that this career public servant became second in command of this nation's official development assistance agency. Whether on assignment in developing nations or in Washington headquarters, Joe's quiet but determined efforts helped the peoples of the developing countries in their struggle to raise living standards.
>
> The well being of millions of human beings around this world has been enhanced through not only Joe's direct efforts, but also through the work he inspired in so many others in public and private voluntary organizations, bilateral and multi-national development institutions. All of us have learned much and have benefitted greatly from our association with this dedicated and valued career public official.
>
> The Advisory Committee Members especially want to express our deep appreciation and respect to Joe and also to wish him well in whatever endeavors he pursues. We regret that his resignation has been accepted, because he has so much to offer to this country and to developing nations. He will surely continue to provide leadership and enrichment to contributors to and beneficiaries of the development process.

Mr. Wheeler was present to accept the tribute and expressed his appreciation to the PVO community. He promised a continuing relationship with the PVOs and commitment to international development.

AID/PVO Policy Update

The Committee then reviewed the progress that has been made on the AID/PVO Policy paper. Ms. Martha McCabe, executive assistant to E. Morgan Williams, gathered all the PVO testimony and comments made at the March, 1982 meeting, and essentially redrafted the policy paper to reflect the desired changes. A memorandum summarizing the major changes contained in the ACVFA draft was circulated for reference use by all participants. The final draft policy recommendation approved by the ACVFA and accompanying memorandum are attached as Annexes 5 and 6.

After reviewing each of the major changes, the floor was opened for questions or comment. Markham Ball asked if there was a deadline for final approval of the AID policy: AID has not set a firm deadline, but Tom McKay of the Office of Private and Voluntary Cooperation (PVC) stated that he would like to present the policy paper to Administrator McPherson before July 15th, but cautioned that he may have to wait until August 1st.

Ms. McCabe reminded the audience of the FY83 budget process, the result of which will undoubtedly have some impact on the paper's review and implementation. Committee Member Carl Taylor suggested that item E on page 16 ("Affirm the desirability of missions inviting comments from FVA about OPG's...") be moved forward to the main OPG section; this suggestion was adopted. Robert Nathan requested

that the terms "management responsibility" (p. 19), "managed" (p. 24) and "mission demand" (p. 14) be clarified or changed. The Committee agreed that "oversight" would be a better word than "management responsibility", and that the other terms will be clarified. Robert Marshall commended ACVFA's effort on the revised paper, especially the more detailed and lengthier introduction covering legislative and funding history related to all the actors involved. Ms. McCabe indicated that a comparative analysis of various policy positions between AID and the PVOs had been used to revise the final ACVFA draft of the policy recommendations. Copies of this mark-up process will be available by June 15th.

A member of the audience expressed concern that the AID missions were commenting on the original policy paper, and suggested that the ACVFA version be sent to the missions for comment, even though this would take time. Mr. McKay responded by saying that he has received comments from the Missions, and would prefer to compare them directly with the ACVFA version, rather than have a further delay.

Committee Member, Roy Pfautch asked why Ms. McCabe prepared the revised draft rather than the ACVFA staff. Mr. Williams explained that it was felt that a PVO representative should compile the PVO comments and that ACVFA staff had worked very closely with her on the revisions. Dr. Taylor added that it is important that the Committee be able to use non-AID staff. Boyd Lowry of CODEL reiterated the desire to explicitly include all private funds under PVO control for matching grant purposes.

Following this last comment, the motion to adopt the draft policy paper was carried.

Dates for FY '83 Meetings

The next ACVFA meeting will be held October 7 and 8, 1982 in Washington, D.C. The ACVFA agreed to hold the first meeting in calendar year 1983 in the Caribbean to focus on several important AID and PVO concerns: 1) Indiqenous PVOs and AID support; 2) the Caribbean Basin Initiative; and 3) greater collaboration between PVOs and AID missions in given geographical regions.

New Business

The Committee then moved on to new business. Regarding Edith Wilson's request that the Committee look into auditing procedures for development education, Dr. Marshall stated that the ACVFA development education subcommittee will investigate the problem, and submit recommendations to Administrator McPherson. The Committee moved and adopted this procedure.

Mr. Williams then requested that the ACVFA policy sub-committee act to facilitate legislative coordination between AID and PVO's; referring to the debate on the Caribbean Basin Initiative, he particularly recommended regular briefing sessions with AID's Legislative and Public Affairs offices. Mr. Williams also indicated that he would like

to receive ACVFA budget information from AID. In a related comment, Mr. Pfautch requested a memo on the staff resources available to ACVFA, so that communications with and among subcommittees could be improved.

The meeting adjourned at 12:30 p.m. AID/PVO Corporate Sub-Committee planning meeting was held at 1:00 p.m. in the Carvery at the Mayflower Hotel.

ANNEXES

Annex 1

Participant List

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June 10-11, 1982

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67

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Annex 2

AID News Release

Introducing

Mary M. McDonald

NEWS RELEASE

from the Office of Public Affairs
Agency for International Development
Washington, DC 20523

FOR RELEASE
MONDAY, JUNE 7, 1982

0030
Contact: Betty Snead
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MARY M. McDONALD, NEW MEMBER,
ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID

Mary M. McDonald of Lincolnwood, IL, has been appointed to the Advisory Committee on Voluntary Foreign Aid in Washington, DC.

Peter McPherson, Administrator of the Agency for International Development, appointed McDonald to the Committee which was established by President Truman in 1946. The Committee serves as a focal point for relations between the U.S. Government and U.S. private voluntary organizations active in the fields of relief, rehabilitation, and development overseas. The Committee serves without compensation.

The Committee is renewed every two years by the AID Administrator and its members are appointed to staggered six-year terms. The Committee meets quarterly and reports to the Administrator.

Ms. McDonald is an elected member of the Board of Commissioners of Cook County, IL, and also serves as Commissioner of the Forest Preserve District of Cook County.

As honorary consul for Costa Rica for 18 years, Ms. McDonald has participated in all functions of the consular corps of Chicago.

Ms. McDonald is an active member of numerous councils, including: Chicago Council on Foreign Relations; Citizen's Advisory Council to the President of the University of Illinois; Visiting Committee to the Humanities, University of Chicago; and Board of Directors, Suburban Cook-DuPage Counties Health Systems Agency. She is also a board member of the Woman's National Republican Club of Chicago.

She is a graduate of NorthWestern University. In connection with graduate studies in Far Eastern Art at the University of Chicago, she traveled to the Republic of China (1974) at the invitation of its government to visit and study at the National Palace Museum in Taipei; to the Republic of Korea (1974) at the invitation of its government to tour archeological sites from Seoul to Pusan; and to India (1975, 1976, 1978, and 1979).

# # #

Annex 3

Development Education as an
Integral Component of a PVO

remarks by: Edith R. Wilson,
C A R E
June 11, 1982

"U.S. Voluntary Development Agencies and Development Education in the 1980s -- Beyond Fundraising At Last?"
by Edith R. Wilson, Director of Communications, CARE

Remarks before AID Advisory Committee on Voluntary Foreign Aid, Washington, D.C., June 11, 1982

These remarks focus on examining the next five years for development education[1] in the United States and the factors which will determine whether or not it will truly become an integral component in the work of U.S. voluntary development agencies in the 1980s. I will also describe briefly a functional approach to the domestic activities of an overseas development agency and explain why I believe public education about international development is properly one of those ongoing functions, not a project or passing concern.

There are certain factors which suggest that development education stands a good chance of being accepted in the United States. I would point to, among other things:

-- the past fifteen years of evolution and acceptance of these programs in Europe and Canada;

-- the steady growth of a theory of development and interdependence, and of a participatory methodology of education suited to development education programs;

-- the long-awaited emergence of major program models within an organizational framework in the U.S.;

-- the continuing change in PVO self-image as we shift in our view of ourselves from charities or relief agencies to strongly professional, multi-service development agencies with long-term agendas;

-- the breakthrough in the willingness of PVOs to use some unrestricted funds to capitalize these programs;

-- the continuing, even expanding, need in American society to address global community issues;

-- and finally, the often despaired-of achievement in 1981 of government recognition: Congressional and AID support and funding which will have significance far beyond the actual dollars invested.

These are major gains in the United States, and they augur well for the 1980s. There are, however, some other circumstances which stand in our way. The general national climate in the 1980s will continue to be antagonistic to development education. The economic, cultural and educational conditions will continue to discourage the expenditure of time or money on global education issues. Important as they are, they are not yet a priority in American society. Nor will the philanthropic climate, under great pressure from domestic social services, be favorable for investment in increasing understanding of our role as global citizens.

Whether development education becomes a recognized programmatic function of a U.S. PVO for a long time to come depends not only on the general conditions described above but whether it also suits organizational purposes.

I would like to suggest a few factors which indicate that development education does indeed serve not only the idealistic but the pragmatic goals of a U.S. PVO in the 1980s.

I would point to:

-- the desire for more diversified resources to bring about social change, to go "beyond fundraising" to mobilize and activate supporters;

-- the realization that education and activation of supporters at home deepens a development agency's capacity to respond to Third World needs, which may include foreign assistance policy changes, adjustments in the terms of trade, access to technology or education, agreement to adjust consumption or exports and imports, all of which can be affected by direct action in the developed countries;

-- the fact that education/activation programs will facilitate the PVOs' current desire to widen their impact on their own society and donors;

-- the promise of education programs to involve younger (under 40 years) people who are much more sensitive to educational approaches;

-- the potential of these programs to give us a new and rewarding service that can be offered to all our supporters (consumers);

-- and the possibility that, over the long term, education will allow us to cultivate, in the broadest sense, future support more effectively and less expensively than fundraising appeals such as direct mail.

Finally, I would point to the fact that a clearly defined education program would tend to improve PVO performance by allowing a sharper differentiation among the three natural domestic functions of an overseas development agency:

1- the generation of resources and support, defined as time and effort as well as money;

2- the dissemination of information about the agency's work;

3- and the creation of public awareness, understanding and response.

Traditionally, U.S. PVOs have not recognized public education as one of their legitimate, ongoing functions, defining their mission exclusively as overseas development. Yet, in a society where little is heard about the Third World, their fundraising and promotional campaigns have had a significant role in shaping public attitudes[3]. Direct mail, advertisements, and television appeals have provided images and concepts about life in the developing countries which have sunk deeply into the perceptions of millions of Americans. In this sense, there has always been a learning process implicit in the outreach efforts of PVOs. Unfortunately, as I would not be the first to observe, the fundraiser or publicist has a vested interest in presenting the "worst case" viewpoint and so the educational value of these campaigns has been manifestly unbalanced and

lacking in objectivity. Many have argued that the net effect has been negative -- awareness has been created, but only of the most despairing and undignified conditions, and almost never with attention to an analysis of root causes.

Because of the difficulty in gaining attention for a cause so little known in the United States, PVOs have been forced many times to make a stab at education projects, but only a very few have done so with any consistency, persistence and commitment. It is not surprising, therefore, that the results have been disappointing. These sporadic efforts have, moreover, been undermined by amateurism and by considerable internal argument about the priority and legitimacy of such programs. Education has been at best a stepchild within the organization. PVOs have in this sense held themselves back for many years from developing their full potential to be effective educators and shapers of public opinion. All of this has hampered our work and effectiveness to produce long-term social changes of benefit to the peoples of the developing countries.

It is time, therefore, for PVOs to recognize public education as one of their legitimate, ongoing domestic functions -- regular program, not a project.

To do so implies the need for setting long term goals, developing effective techniques, improving research and evaluation, and using better-trained staff. All of this should improve the quality of public education about international development. It will also provide a valuable clarification of PVO domestic functions for management purposes. Fundraising, public information and public education need to be more sharply separated so that the goals, results, costs and impact of each function can be more clearly assessed. The result of such differentiation should be, hopefully, better performance leading to increased resources (contributed time, effort and money) and a larger, more responsive home constituency.

American PVOs will not be able, singlehandedly, to execute the enormous task of public education about international development issues; there are too many Americans who know too little, and the cost of education is too high. But if PVOs can internalize within their structures the ability to guide, influence and assist the educational system, the media, and the other institutional forces which share responsibility for this task of awakening, then we will have greatly increased our capacity to create a process of awareness, understanding and response. It is obvious that

to work with these other institutions should always be one of the responsibilities of a public education program.

Ultimately, the establishment of development education, like any other program, will be judged on the issues of impact, quality, cost and accountability. In the next five years all of us in the PVO community need to pay close attention to:

-- experimentation with good quality, cost-effective program designs;

-- developing ways to reach larger numbers of people at affordable cost;

-- scrupulous targetting of audiences;

-- honest evaluation of development education efforts;

-- a self-financing approach to program participation, where citizens of a very rich country pay a fair share for the programs from which they benefit;

-- careful planning, justification and training within sponsoring institutions;

-- agreement on standard definitions of education, fundraising and public information, including the development of audit standards as soon as possible [4]

-- building support within PVOs and with donors, using approaches like employee education programs and donor education programs;

-- finding truly productive and effective collaborative activities, such as World Food Day, particularly for groups of smaller PVOs;

-- creating a shared responsibility for education about development among major institutions in the U.S., and,

-- keeping our dialogues about Third World development issues pluralistic and open.

If we do all, or even part, of this well, we will soon have at our disposal new resources to accomplish our goals of social change, and we will have gone beyond fundraising at home -- at last!

NOTES

1. The definition of development education is that given by Jayne Millar Wood in her paper "Development in the United States." UNICEF, Information Division, United Nations, N.Y., "Development Education Paper No. 14" January 1981

   The author uses development education only as a methodological term, and suggests that global education is a far better term for public or media consumption.

2. The theory of development which best supports the validity of development education is the theory of interdependence, which argues that change in the Third World cannot be achieved without changes in the global system, and therefore in the industrialized countries which are the home bases of major PVOs.

3. One of the best discussions of PVO impact on public attitudes is Jorgen Lissner's The Politics of Altruism: A Study of the

Political Behavior of Voluntary Development Agencies
(Lutheran World Federation, Department of Studies, Geneva, Switzerland, February 1977.)

4. On the question of audit standards, the author would like to call attention to the urgent need for PVOs to clarify the difference between fund-raising and education costs, and to gain AID and general audit acceptance for reporting development education as a direct program cost.

Annex 4

Development Education Project Grants

DEVELOPMENT EDUCATION PROJECT GRANTS

FY 1982

Advisory Committee on Overseas Cooperative Development (ACOCD)

ACOCD is a private voluntary group of veteran cooperatives which serves as an advisory group on U.S. foreign assistance policy and programs representing 40,000 cooperatives. Through the National Rural Electric Cooperative Association (NRECA), an ACOCD member well-versed in the production of audio visual and media materials, ACOCD plans to reach a minimum of 100,000 of its cooperatives members in an effort to begin a dialogue on the problems and possible solutions relating to world hunger, malnutrition, and development needs.

Using their own personnel and facilities, the national, regional and local cooperatives can reach their membership through: annual meetings, regular and special meetings, training programs; seminars, conferences and camps for adult and youth leaders; special women's activities, magazines; books and pamphlets; mailings; visual educational materials and other instruments. The first year goal would be to reach a minimum of 100,000 cooperative members directly through a wide range of fora throughout the country. All cooperative groups hold annual meetings at the local level, regional meetings and large national yearly meetings.

Materials for the presentation will be prepared in the following separate formats: 1) a three screen, six projector slide show for large groups, such as the National Rural Electric Cooperative Association annual meeting, at which there is an attendance of 12,000; 2) a two projector single screen slide show for small meetings, such as local cooperative annual meetings where attendance will run from several hundred to over a thousand; 3) a single projector slide show for small groups; 4) film strips for libraries, schools and other small groups (The use of this format not included in the goal of reaching 100,000); and 5) educational printed material for discussion purposes to accompany visual presentations where appropriate.

Booker T. Washington Foundation

"Dialogue on Development" is a public information and education program aimed at increasing the understanding by American Blacks and other minorities of the economic, technical, social and political factors relating to hunger and poverty in the Third

World. The Dialogue Program seeks to create an environment wherein resources can be identified and mobilized to involve U.S. racial minorities in collaborative programs of linked development which results in tangible economic benefits to less developed communities in the Third World. Dialogue is designed to achieve these ends through the following specific objectives: 1) to develop a cohesive body of information, on the subject of development; 2) to educate and inform Black business persons, leaders of organizations of Black professionals and Black educators concerning current development theories, activities, opportunities, and constraints in the field of development; and 3) to encourage international cooperation in the sharing of development-related research, information, technology, methods, and proven strategies.

In the first year, "Dialogue" will be comprised primarily of: four Washington Briefings, workshops at ten national conventions of major Black organizations, and the publication of development education materials in ten newsletters or journals of major national Black organizations.

Bread for the World Education Fund

The "Outreach on Hunger" Project will recruit and train approximately 4,000 grassroots leaders over a three-year period to conduct hunger and development education events nationwide in local communities -- in churches, on college campuses, and in civic settings. Working on a volunteer basis, these leaders will, within one year of their recruitment and training, seek to engage a minimum of 125 persons each in dialogue on hunger and development issues -- a total over the life of the project of about one-half million U.S. citizens. While their target audience will initially be persons in the religious community, they will seek to have significant impact upon the communications, educational, political, and business communities in the process.

Recruitment will take place through the churches -- Catholic, Protestant, and Evangelical -- and through existing networks such as that of Bread for the World. Training will be provided by Bread for the World Educational Fund through a series of ten weekend seminars conducted across the nation in the first grant year. The seminars will offer training both in pertinent content areas and in communication skills.

Volunteer leaders will be developed, supported, and provided with additional resources and educational opportunities by agencies of

their churches and by Bread for the World Educational Fund, thus assuring their integration into sustained, long-term hunger and development education programs beyond the life of the project.

Credit Union National Association (CUNA)

The purpose of this project is to greatly expand within the U.S. credit union movement understanding and support for the ways in which the principles of their credit unions have helped many others around the world to improve their lives, their communities and their nations. It will educate people to recognize that development is important to world peace and stability; it will use illustrations to demonstrate that development efforts have had positive results and that future efforts are necessary to build on that success.

The program will capitalize on the credit union network that links the Credit Union National Association (CUNA) and its affiliated service organizations through State Leagues and District Chapters to more than 20,000 credit unions and 45 million members and their communities. This network permits the message of development to be passed through group meetings and movement media to large numbers at low cost.

The organization that will play the major role in the project is the National Credit Union Youth Involvement Board (NCUYIB), a group sponsored by the CUNA Mutual Insurance group and CUNA. The Board works through a network of volunteers and carries the message of credit union philosophy and participation to members, their families, and, through schools, to the children of many communities.

The project will be carried out through the personal contact Youth Involvement Board volunteers have with State Leagues, chapters and credit unions; through use of the publications of the NCUYIB and their supporting organizations, CUNA and CUNA Mutual; and through the classroom involvement stimulated by the Youth Involvement Board's work with state educational associations.

It is estimated that 30 to 40 Youth Involvement Board Volunteers will receive training in effectively promoting the theme of the program and that they will personally reach groups totalling 17,500. This group will in turn be motivated to take the message to 5,000 credit unions and 4 million credit union members through participation in annual meetings and credit union newsletters.

The theme will also receive support from four national movement publications with a total circulation of 110,000 reaching virtually every credit union in the United States and be incorporated into classroom materials and presentations that will ultimately reach 1.5 million students.

International Nursing Services Association (INSA)

INSA, in cooperation with Emory University, Department of Gynecology and Obstetrics, will implement a development education project designed to target an initial, primary target group composed of representatives from transnational corporations with national headquarters or regional offices in the Atlanta area and international subsidiaries. Corporations with distinct interests in international business and no international subsidiaries will also be included. The second target group will be foreign professionals who have relocated to the United States or are attending continuing education programs in the Atlanta area before returning to their homes and jobs in developing countries.

With the award of a Development Education Project Grant, INSA will facilitate planning sessions with a) the corporations b) foreign professionals, and c) the two groups combined to identify ways in which they can have a positive influence on the problems of world hunger and poverty. INSA will then assist these target groups to identify, design, and implement projects aimed at counteracting the course of hunger and poverty.

Michigan Partners of the Americas

This project will seek to (1) strengthen the capability of community groups in Michigan to provide educational activities focusing on the interrelationships between hunger, poverty, and food production, distribution and consumption patterns in the U.S. and developing countries and (2) involve at least 2,000 adults and 500 young people in active discussion of these issues. A variety of educational activities will be planned and implemented by development education task forces in twelve Michigan counties. In four of the counties, Michigan Partners members, Cooperative Extension county agents, and interested community members will plan and conduct educational activities and develop materials that can be disseminated to other Michigan community groups on request. Task forces in eight additional counties will receive funding to plan activities or a series of activities during the project year. Training and support for the county task forces

will be provided through an on-campus workshop on hunger and proverty, in-country planning and materials development workshops, and the advisory services of project staff and MSU Extension personnel. Materials developed as part of the project will be distributed through Michigan Partners and the MSU Cooperative Extension Service.

Minnesota International Center

This Development education project, the Minnesota Awareness Project (MAP), will integrate the unique resources of the Minnesota International Center (MIC) and the University of Minnesota's International Student Adviser's Office (ISAO) for the purpose of increasing public discussion and awareness of world hunger and related issues throughout the State of Minnesota. Specifically, MAP will provide assistance to MIC affiliates in twenty Minnesota communities in the first grant year for specialized training in development education and implementation of community development education programs.

MAP's thrust will be to provide community leaders with new forms of expertise in 1) identifying and utilizing previously untapped human resources such as returned Peace Corps volunteers and foreign students in community development education programs; 2) implementing a variety of educational approaches to facilitate public discussion of world hunger and poverty; 3) providing understanding of cognitive, perceptual and attitudinal barriers which make it difficult for Americans to relate to conditions of poverty and development; 4) providing the local communities with leadership skills in these areas; 5) exploring new patterns of cooperation which would not threaten existing organizations, and would not require establishment of new structures; 6) placing issues of hunger and development in perspective by showing what people of developing countries are doing for themselves, and what others in the developed countries are doing to contribute to such development; 7) expanding the development education capacity of community leaders with international interests; and 8) promoting direct people-to-people development education programs which will link previously unrelated human resources to each other.

Overseas Education Fund

The Overseas Education Fund proposes a three-year participatory development education project on the theme: "Women and World Hunger: The Role of Women in Food Production." The goals of the project are: 1) Increased awareness among the membership

of targeted organizations in nine cities of the United States regarding the problems of world hunger and the role of women in food production; 2) development of an education program on world hunger and women for use by the target groups and their memberships, as well as other community groups; and, 3) participation and collaboration of private organizations and individuals in designing and supporting post-project action programs for world hunger and women.

The project will take place in three cities in the first year (Los Angeles, Santa Barbara, and San Diego), with various organizations targeted in each city. The project has two target groups: 1) the leaders and members of business and professional women's associations; and, 2) the leaders and members of broad-based women's organizations.

In each city, leaders of the target groups will participate in planning a workshop on this theme, using a handbook previously developed by OEF in connection with its successful development education program on "Women in World Issues," with a supplemental guide to the theme of the role of women in food production and the topic of world hunger in general. This participatory model will guarantee that the general theme is relevant to each specific audience.

Save the Children (STC)

Save the Children will develop, in collaboration with the Horace Mann-Lincoln Institute of Teachers College, Columbia University, a multi-media development education display entitled "The Future is Yours." The display, directed at children aged seven and over, will be leased on a rotating basis to shopping centers, department stores and malls around the country.

The project will apply state-of-the-art learning principles to teach children about third world poverty and hunger. In addition to photo and narrative layouts, the display will consist of six activity stations, each comprised of two computer games, one continuous tape, slide and sound show, a music segment, a crafts activity, and a food-related activity (i.e., fruit drying). Through interactions with the display, children and their parents will learn about and experience life in a third world community.

Funding for the first year of the project will cover the design, construction, initial promotional costs and first six months of the display. After that, STC expects income from rental to shopping malls and centers to cover upkeep and shipping cost.

World Education, Incorporated (WEI)

This project, referred to as "Convivencia" (Being Together), proposes the use of an intensive weekend as an experiential learning design focused on development education. The project will provide three intensive weekends each for up to fifty local leader in three highly diverse locations: a) industrial workers in urban Detroit, b) church leaders in the mid-Atlantic region, and c) learning center coordinators from the free university network in rural Kansas.

Following each of the three first-round conferences (which will serve as training for these leaders), those who have been trained will replicate the same intensive weekend format with their own constituencies, reaching approximately 3,600 people.

In addition, each sponsoring group is part of a regional or national network. As the format proves successful, the local leaders will promote its adoption within the larger bodies to which they are related and will serve as trainers in subsequent cycles of the project.

YMCA OF THE U.S.A

The YMCA, through its International Division, will design and deliver International Education support services and program resource materials to local YMCA associations within the context of a corporate and International Division re-organization and decentralization plan aimed at increasing the local YMCA's operational involvement and personal (i.e., people-to-people), participation in the international development process. International Education will emphasize practical tools useful to the community YMCA and responsive to the development needs of their international program (i.e. "Community Resource Inventory"; use of media, international program "planning process," etc.). National resource materials will complement and be blended with locally developed interpretation and communication materials. Training, technical support, and counseling in program development will be provided to assure quality and effectiveness of development programs and projects. In addition, internal and inter-agency coordination and referral will be developed to facilitate and encourage local connections with overseas YMCAs and collaboratory efforts with corresponding PVOs, service clubs, churches, companies, universities, etc.

Annex 5

Memorandum from E. Morgan Williams,
ACVFA Draft Responses to the AID/PVO Policy Paper

June 2, 1982

MEMORANDUM

TO: Members of the Advisory Committee on Voluntary Roreign Aid (ACVFA)
FROM: Morgan Williams, Chairman
RE: ACVFA Draft Response to the AID/PVO Policy Paper

The following is a summary of the major changes contained in the enclosed draft response of the ACVFA. The enclosed contains the following in efforts to encompass all comments made by the PVO community to the AID/PVO Policy Paper submitted by Administrator McPherson in March of this year:

- Significant portions of the AID Policy Paper are contained in this draft, on which there has been little disagreement with the private non-profit community;

- Individual comments made by way of agencies testifying at the ACVFA meeting in New York, March 25-26;

- Coalition-type comments made then and elswhere (this includes ACVA & P.A.I.D.);

- Portions of the memorandum prepared by Toye Byrd and Vera Connally on behalf of ACVFA(undated memo);

- McPherson statement made PVO issues, namely his address before the ACVFA meeting in New York on March 25;

- Elements of the GAO Report and reactions to it;

- AID Congressional Presentations on PVO issues;

- Appropriate portions of foreign assistance statutes and legislative history; and other related items.

The enclosed response is an attempt to be as inclusive as possible in registering comments, using terminology of AID, PVOs and congressional discussions to clarify the issues. The result should be that all key players in this process will find elements of their own work in the enclosed document.

Major Changes Proposed in the Enclosed:

- Articulation of PVO perspective on the issues. The title has been changed to include the idea and efforts of "partnership" and have been integrated throughout the document. The introduction has been greatly expanded and existing Policy Framework section amplified so to put the policy issues in their broadest context and clarify to AID and the community who private non-profits are and where and how they intersect with the Agency.

Change of Categories of PVOs. The category of "non-profit consulting firms" has been deleted with further sub-groupings within the "PVO" category. The enclosed response addresses a range of private, non-profit organizations, however the paper also states that other AID policies refer in more detail to other groups such as co-ops, family planning agencies, etc.

- Affirms the importance of centrally-funded grants (both matching and some institutional support grants which AID proposed to phase-out). Balance between centrally-funded and regionally-funded grants will continue pretty much as is.

- Establish a certain amount of independence of private groups from AID's country programs and strategies, specifying that AID funds will continue to be able to be spent in countries without AID programs where responsible PVOs can administer them.

- Regarding accountability, the enclosed draft stresses existing accountability to constituencies and boards of directors of PVOs and spells out an approach which involves greater partnership tha n the proposed AID-contractor relationship.

- Regarding organizational issues, the status of the ACVFA is upgraded (see new Issue 8) delineating more clearly its functions in the area of brokering PVO/AID issues and having clearer operation with AID support staff.

- On eligibility issues, decision on the 20% issue and other registration matters are deferred pending further discussions by ACVFA, the community and AID.

Annex 6

Recommendations to the Proposed Policy Statement
of the Agency for International Development (AID)
on

A.I.D. Support for the International Programs
of
Private and Voluntary Organizations

RECOMMENDATIONS TO THE PROPOSED POLICY STATEMENT OF THE AGENCY FOR INTERNATIONAL DEVELOPMENT (AID) ON A.I.D. SUPPORT FOR THE INTERNATIONAL PROGRAMS OF PRIVATE AND VOLUNTARY ORGANIZATIONS

RECOMMENDED AND ADOPTED BY: THE ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID(ACVFA) on behalf of the U.S. PVO Community

11 June 1982
Washington, D.C.

PRESENTED TO ADMINISTRATOR BY: E. Morgan Williams, Chairman
ACVFA

22 June 1982
Washington, D.C.

AID Partnership In International Development With Private and Voluntary Organizations

INTRODUCTION. United States private and voluntary organizations (PVOs) have been active in humanitarian work overseas for more than a century. In the years since World War II, however, their activities -- on a variety of continents and in a range of program areas -- have shown a marked upswing. In the past twenty years in particular, they have moved beyond relief, disaster assistance and distribution of food and have directed their energies more intensively toward alleviating poverty and improving the quality of human life in the Third World -- i.e., toward development. Figures complied by the AID Advisory Committee on Voluntary Foreign Aid (ACVFA) indicate that for the agencies registered with AID -- and there are many which are not -- private outlays and commitments for development in 1979 totaled $1.1 billion, an increase from $427 million 15 years earlier.

Since the end of World War II, the United States Government has facilitiated various aspects of PVO work in an expanding way, which has reflected the evolution of government policy on international development. Selective encouragement of PVO relief and refugee activities in Europe has grown into a more multi-faceted support of a range of PVO activity today, including ocean freight reimbursement, P.L. 480 commodities, excess property, and grants in support of PVO development activities in specific countries or worldwide. In fiscal year 1983, the U.S. government funding for PVOs will be drawn from a wide range of accounts: each of the AID functional accounts, international disaster assistance, the Sahel, American Schools and Hospitals Abroad, the Economic Support Fund (ESF), excess property, Food for Peace and the State Department's Refugee and Migration account. Total U.S. government resources available to the PVOs for overseas programs in FY 1983 is expected to reach just over $600 million. During the previous 15-year period funding of such activities rose from $254 million in 1964 to $448 million in 1979 -- a significant expansion, even if outpaced by the increase in privately generated resources.

This steadily growing cooperation with the private agencies clearly reflects the government's belief that the programs of those agencies express the traditional humanitarian ideals of the American people and support that "principal objective of the foreign policy of the United States" which is to encourage and support the

people of developing countries in their efforts "to acquire the knowledge and resources essential to development and to build the economic, political and social institutions which will improve the quality of their lives."

The expanding roles and scale of PVO involvement in these processes are reflected in the legislation governing AID's relationships with PVOs. After a series of important individual statutory provisions in the 1950s and 1960s, the U.S. Congress since 1973 has spoken with increased regularity to PVO issues. In 1973, the U.S. Congress noted the positive role to be played by PVOs in implementing AID's New Directions focus on the basic human needs of the poor. In 1978, Congress highlighted the national interest in supplementing the financial resources of PVOs and cooperatives in order to "expand their overseas development efforts without compromising their private and independent nature." In 1981, Congress for the first time specified a range of funding "based on historical trend of steadily increasing scale of PVO use of AID funds," by directing AID to make available at least twelve and up to sixteen percent of AID's development and disaster assistance funding to PVOs.

AID itself has developed a variety of forms of PVO support. These have evolved from year to year in response to the needs of PVOs and the interests of AID itself. However, it is widely recognized by PVOs, the U.S. Congress, and AID itself that the partnership as it has evolved has not brought with it clear AID policy governing its relations with PVOs nor coherent and consistent ways in which AID, in its multiplicity of aspects, deals with PVOs in all their heterogeneity. Given the commitment of this Administration to facilitate the work of the private sector, the time is opportune for stating in clear terms both AID's policies as they relate to partnership with PVOs and the institutional mechanisms through which that relationship will be made more effective.

POLICY FRAMEWORK. AID and PVOs are significantly different kinds of institutions. AID is an agency of the United States Government. an instrument of U.S. foreign policy responsible for economic development support to developing countries. PVOs are private organizations, expressions of the active concern of their constituent contributors to help improve the quality of life in poorer countries.

AID works on a government-to-government basis; PVOs are people-to-people agencies. Public and private objectives and programmatic interests frequently do not coincide. AID is accountable to Congress; PVOs must account to their contributors. The motivations, interests and responsibilities of AID and PVOs are not and should not be identical.

At the same time, AID and PVOs do share certain broad objectives. Congress has stated as U.S. policy a "commitment to assist people in developing countries to eliminate hunger, poverty, illness and ignorance." This is a task compatible with and supportive of what most PVOs see to be their own reason for being. This complementarity is recognized in the addition in 1978 of Section 123 of the Foreign Assistance Act: "Congress finds that the participation of rural and urban poor people in their countries' development can be assisted and accelerated in an effective manner through an increase in activities planned and carried out by private and voluntary organizations and cooperatives." PVOs have maintained working relationships with AID and its predecessor agencies, reserving the right to limit those relationships when AID's objectives or emphases conflict with their own constituencies' mandates.

It is AID's desire to keep this relationship viable and productive. AID shares with PVOs the belief that in a viable working relationship, mutual trust and genuine appreciation of the unique and complementary character of true partners represents the basis for the fruitful and effective cooperation between the governmental and non-profit sectors needed to carry out the necessary urgent task of alleviating poverty and fostering development in the Third World.

Broadly speaking, AID's partnership with PVOs has two major dimensions. As noted in AID's FY 1982 Congressional Presentation, AID deals with PVOs "both as intermediaries in conducting AID's programs and as independent entities in their own right." AID has over the years designed - and in the current policy review reaffirms - programs which support PVOs in both capacities. AID believes that, as stated in the 1981 Senate Foreign Relations Committee Report on the foreign aid authorization bill, "Just as there is a strong national interest in facilitating the activities of PVOs which are consonant with AID's mandate of meeting the basic human needs of the poor majority in developing countries, there is also a strong national interest

in protecting and preserving the independence and voluntary nature of such organizations."

While the policies, programs and mechanisms announced in this paper are in some respects departures from past practices, that should not obscure the fact that the operative policy framework remains one in which AID views PVOs as its development partners, both as intermediaries for AID programs and as independent development agencies in their own right.

POLICY ASSUMPTIONS:

1. PVOs are, as their name implies, private. They are not governmental or quasi-governmental agencies but organizations with their own objectives, constituencies and accountabilities. In the words of a recent Congressional Report, "it is altogether crucial that as AID expands the level of support of the private voluntary sector, it resists the temptation to treat PVOs as agencies which exist solely to serve AID purposes."
2. PVOs are also voluntary. That is, they are organizational expressions of Americans who join together freely to accomplish certain shared objectives with their own contributed resources.
3. PVOs are finally, organizations. They have constitutions and by-laws, personnel policies and procedures, boards of directors and constituencies. They have accountabilities both to their contributors and, to the extent that funds received are tax-deductible, to the United States Government. Of the hundreds of U.S. PVOs, 156 organizations are registered with the AID Advisory Committee on Voluntary Foreign Aid (ACVFA).
4. PVOs are organizations in their own right irrespective and prior to the existence of AID. Some PVOs engaged in international development do not seek nor accept AID funding; others set few limits on the amounts of U.S. government funding they accept. While in the past some "PVOs" have been created largely in order to manage AID funds, both the U.S. Congress and AID have sought in recent years as a matter of public policy to limit the scale of PVO reliance on AID funding.
5. The Foreign Assistance Act. legislative history and AID's own policies envision distinctive contributions by PVOs to development and to AID matters such as these:

(a) By virtue of their links with private institutions in the Third World, PVOs can be a means for effectively engaging the rural and urban poor in their nation's development.

(b) By virtue of their support within the United States, PVOs can be a means for mobilizing among the general public broader awareness of and private resources for international development.

(c) As a heterogeneous group of agencies reflecting the diverse nature of American society, PVOs active in developing countries embody the basic American values of pluralism, voluntary action and concern for others.

(d) At a time when AID's own resources, both human and financial, are severely limited, PVOs can extend AID's own effectiveness, particularly with respect to matters such as community level involvement.

6. AID grants to PVOs are normally expected to generate additional resources in the United States and in developing countries. These resources underscore the PVO partnership with AID, stimulate wider private sector involvement and limit PVO reliance on AID funding.

7. AID must account to the United States Congress for its stewardship of U.S. taxpayer funds. AID reserves the right to approve, reject or seek modifications of PVO funding requests. AID will seek to monitor AID-funded PVO activities in ways compatible with its PVO partnership.

ISSUE I. CATEGORIES OF PVOS AND OTHER PRIVATE NON-PROFIT ORGANIZATIONS

The heterogeneity of the private, non-profit community, as reflected in the 156 PVOs registered with the Agency for International Development (AID), is clearly a strength reflecting diverse development program capabilities. Tapping the richness in program and resources of this diverse community demands AID's ability to recognize the historical, structural and financial resource differences involved. These differences present a complex challenge to AID to devise a policy effective management system and coherent decision-making structure which facilitates linkages with PVOs.

Unless disaggregated into sub-groupings, the heterogeneity of the PVO community can remain an impediment to AID's resourceful dealings with the community and to the effective use by PVOs of AID's resources. On the other hand, working in partnership with diverse PVOs in ways which respect their heterogeneity can enhance AID's own effectiveness.

RECOMMENDATION: Acknowledging the diversity of private non-profit development organizations, AID should disaggregate these heterogeneous organizations into a number of more homogeneous sub-groups within broad categories such as cooperatives and credit unions, labor institutes, family planning groups and other non-profit intermediaries and traditional voluntary organzations (volags). A further delineation of sub-groups among volags should also be considered because of the variety of volags and the large number of volags within the broad category of PVOs. New policy development, including PVO registration requirements, eligibility for grants reserved for registered PVOs and cost-sharing requirements of AID grants to PVOs, will explicitly take this diversity into account. Separate policy statements which govern AID's relationship with each sub-group should be reviewed for applicability as new PVO policy develops. For example, the Agency already has a separate policy statement for overseas cooperative development and the use of U.S. Cooperative Development Organizations (CDOs) (PD-73). In the meantime, this statement is designed to articulate certain broad policy concerns related to the AID partnership with private non-profit development organizations which cuts across the various sub-groups.

ISSUE II. CATEGORIES OF SUPPORT

AID's partnership with PVOs, as noted in the Policy Framework section, involves support of PVOs both as independent development agencies and as intermediaries for AID programs.

Because of confusions which have developed surrounding centrally funded and mission funded grants and the mechanisms for receiving them, this proposal seeks to streamline requirements to simplify the tasks of both PVOs and AID staff. The simplification of the kinds of grants available and of the mechanisms does not alter the continuing existence of both centrally and regionally funded grants.*

*Attached at Appendix I is a Fact Sheetbriefly defining the various types of grants now available. In this paper, we discuss only "PVO grants", i.e. the types of support that are specifically reserved for registered PVOs. Currently, there are seven specific support grants and three subventions. PVOs, whether registered or not, are also eligible for other types of AID grants or contracts that are not specifically reserved for PVOs. We point out that institutional support grants are not now reserved for registered PVOs; any entity can receive an institutional support grant from AID. It is therefore consistent for AID to include institutional support grants in the PVO grant program.

Moreover, because of the importance attached by PVOs to centrally funded grants as a means for improving their functions as independent development agencies, the current balance between centrally and regionally funded grants is not intended to be altered significantly as a result of the policies delineated in this proposal.

RECOMMENDATIONS:

A. Reduce the number of categories of support in the PVO grant program as follows:

1. Consolidate the funding and management of institution-building support:

(a) Consolidate institutional development and management grants into one or more centrally managed contracts (or cooperative agreements) in the areas that need to be strengthened. Provide continued access for PVO personnel to training courses developed for AID staff, and develop courses and workshops for AID and PVO staff as needed.

(b) Devise a series of criteria for selecting among various PVOs which apply for institution-building services; establish a referral system within AID to nominate PVOs for the service. We recommend that services be made available only to registered PVOs.

2. Eliminate institutional support grants as a separate category in the PVO grant program. Any organization is eligible to receive institutional support from AID, including a registered PVO.

3. Retain consortia grants. Such grants, now three in number, enable AID to strengthen and extend the activities of many individual PVOs without the necessity of dealing with each of them individually.

4. Develop the comprehensive program grant concept. In order to consolidate multiple grant relationships, reduce redundant administrative procedures and provide maximum program flexibility, these grants would be awarded to PVOs with demonstrated track records.

5. Eliminate from eligibility for PVO grants the category of non-profit consulting firms.

B. Simplify the field support program:

1. Management and administrative requirements for Mission support to PVOs (OPGs and co-financing programs) should be standardized to the extent practical for all regions.

(a) Develop OPG guidelines which are sufficiently specific that they discourage unnecessarily diverent Regional Bureau or Mission interpretation.

However, such guidelines should still provide latitude for PVOs to design, manage and evaluate their own projects.

(b) Base each region's PVO budgeting system on the co-financing program (allocating annual PVO planning levels to each Mission based on Mission request and PVO track record in the country).

(c) Continue the present PVO cost-sharing of all field grants which require 25 percent of non-AID funding.

(d) Simplify, standardize and expedite key elements of the project design, implementation and evaluation process as follows:

(1) Develop a new project proposal format by which PVOs can request assistance of Missions;

(2) Develop an OPG authorization document, by which Mission Directors would approve OPGs;

(3) Streamline financial management, e.g., advances of funds, liquidation of advances and grantee-accounting practice;

(4) Develop standard implementation procedures for PVOs: frequency of contact, use of implementation letters and other correspondence, possibilities for less AID labor-intensive implementation modes vis-a-vis PVOs; and

(5) Develop an evaluation format for OPGs.

Actions required by this paragraph shall be carried out by a Task Force chaired by FVA with representation from PPC, GC, M and IG and the Regional Bureaus, and in consultation with the Advisory Committee on Voluntary Foreign Aid (ACVFA).

2. Develop more explicit criteria for the matching grant (MG) program.

(a) Strengthen the review procedures to ensure the range of MG activities is not inconsistent with country development priorities and requirements;

(b) Concentrate the program on a limited number of PVOs of recognized standing with discrete programs in high-priority sectors and develop additional grant selection criteria to measure track record and financial management capability; not precluding consideration of "newer" PVOs who have not been in operation long enough to acquire a track record;

(c) Affirm the role of the Regional Bureaus in the MG approval process by standardizing an appeal process to the Administrator or his designated representative in the event of Regional Bureau disagreement with approval of an MG by FVA; and

(d) Ensure mission input to the MG process by requiring FVA to solicit information from mission directors in countries where the PVO plans to operate. This information would include current or anticipated OPGs.

AID reaffirms its commitment to allow MG funds and other centrally funded grants as appropriate to be spent in countries where no AID mission presence exists, provided that the uses of such funds are compatible with the broad purposes of Section 102 of the Foreign Assistance Act of 1961 as amended.

We recommend that the actions required by this paragraph be carried out by FVA in coordination with PPC, the Regional Bureaus and Missions as appropriate and in consultation with the Advisory Commitee on Voluntary Foreign Aid (ACVFA).

ISSUE III. ACCOUNTABILITY

The issue of accountability has over the years generated a high level of tension and friction in the AID/PVO relationship. PVOs, no strangers to policy boards and contributors, acknowledge the need for accountability to AID for their use of taxpayer funds. The issue is therefore not whether accountability is needed, but what reasonable accountability expectations are.

Some PVOs perceive that AID has in some instances used "accountability" to inject itself into issues beyond fiscal considerations. AID's accountability responsibilities ought to be limited to a prudent scrutiny of PVO use of AID funds. AID oversight responsibility should be commensurate with the scale of AID resources involved and the track records of PVOs involved.

A point of particular tension has been AID's prerogative to audit the books and field operations of U.S. PVOs and their subgrantees (OMB Circular A-110). This prerogative has been resisted by some grantees who feel they have a responsibility to represent the integrity of their indigenous partner agencies in the Third World and to oppose the intrusive activity of the U.S. Government. More basically still, some agencies feel that AID's approach to accountability should take into fuller account the nature of PVOs as AID partners, with more mutuality involved than in the conventional AID/contractor relationships. There is also a sense among PVOs that they are monitored and evaluated far more closely than other AID grantees and

contractors or other recipients of U.S. Government resources from other federal agencies.

Accountability, of course, is an expectation not only of PVOs by AID, but of AID by the U.S. Congress. It is a multi-faceted activity, involving various AID Bureaus and offices and coming at various points in the program and project process. While the nature of AID's accountability to the U.S. Congress is fiscal, the mechanisms for assuring it vary according to the nature of the resources and the partner agency involved. At a minimum, more timely and complete information is needed at various points in the Agency about PVO activities and a more clearly delineated division of responsibilities among bureaus and offices. Where a PVO has multiple relationships with AID entities, the Agency should make every effort to coordinate and consolidate accountability processes. Likewise, AID should be systematic in its exercise of its accountability functions.

As a general matter, then, the AID/PVO relationship must reflect the autonomy of the organizations involved while at the same time insuring fulfillment of AID's legislative mandate as custodian of taxpayer funds. USAID is accountable to the U.S. Congress for use of its funds as directed and it cannot forego that responsibility. The challenge is to arrange for AID's accountability functions to be exercised in ways which respect the integrity of AID's partner agencies.

RECOMMENDATIONS:

1. The Task Force set up in Section II to simplify the PVO grant program should review (1) the duties and obligations of non-profit organizations receiving federal funds as set forth in OMB Circulars A-110 and A-122 and (2) AID audit rights of foreign sub-recipients as set forth in the provisions of AID Handbook 1, Supplement B, Chapter 2,24 B.

The Task Force should consult with the Advisory Committee on Voluntary Foreign Aid (ACVFA) to insure that adequate safeguards are put into place which respect both AID's responsibilities for U.S. Government funds entrusted to it and PVOs' status as partners with AID and with indigenous agencies in developing countries.

2. Responsibilities for various aspects of accountability shall be more clearly assigned and delineated within AID as follows:

(a) FVA shall retain oversight responsibility for those PVO activities which are centrally funded. At the same time, the Missions will be the beneficiaries of more regular and consistent information from FVA about PVO activities in their respective countries, as detailed in Issue V.

(b) Each mission shall assume oversight responsibility for PVOs which it or the Regional Bureaus fund. At the same time, Missions will supply improved information to FVA about activities so that it can better function as the Agency's focal point of PVO information and coordination, as detailed in Issue V.

(c) Missions will therefore need to identify an officer with lead responsibility for knowledge about PVO activities in a given country. The officer's functions shall include serving as the point of contact and support for PVOs in their country relations with AID, particularly respecting regionally and mission-funded activities. The officer shall also provide a point of contact between the Mission and FVA along the lines described in (b) above.

3. Information detailing the scope and objectives of mission, regional bureau and centrally-funded PVO activities should be more fully developed and disseminated throughout the Agency:

(a) Clearly identify the requirements, the various registration, program and grant requirements, and the guidelines for waiver for each of these requirements;

(b) Assign monitoring and management responsibility for each set of requirements to the relevant office(s) in AID, taking care to avoid a proliferation of demands on a given agency within a stated period of time;

(c) Inform responsible officers of the relevant requirements and provide them with examples, especially precedent setting examples;

(d) Spot check for uniform interpretation and application of requirements; and

(e) Incorporate the requirements and monitoring and oversight responsibilities in relevant AID handbooks and the new PVO guide to AID.

We recommend that the actions required by these paragraphs be carried out by FVA and PPC in coordination with M, GC and the Regional Bureaus as appropriate and in consultation with ACVFA.

ISSUE IV. FUNDING DECISIONS

Two issues surrounding funding decisions create problems in the AID/PVO relationship: (1) funding levels and (2) funding allocations between field support and centrally-funded support.

The first issue of the appropriate level of AID support for PVO programs has, to a certain extent, been taken out of the hands of the Agency. Congress has mandated a floor of 12 percent PVO support based on AID's functional bilateral accounts, disaster assistance and one Sahel program, and a target of at least 16 percent for FY 1982, FY 1983 and FY 1984. Failure to meet this Congressional mandate could cause tension between AID and the Congress as well as between AID and the PVO community.

The second issue causes tension within AID because of differing perceptions of appropriate funding mix between mission and regionally managed and administered field activities (OPGs, co-financing) on the one hand and centrally managed and administered field activities (matching and consortia grants) on the other.*

A. Funding Levels. The Agency should maintain a substantial level of support for PVOs in the total program. The International Development and Cooperation Act of 1981 specifies for the first time a percentage minimum and a percentage target to be allocated to programs administered by PVOs.** The Agency's programming decisions in

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*This discussion utilizes existing categories of grant mechanisms - OPGs, matching grants, etc. - although we believe it possible to develop a simpler categorization.

**The International Security and Development Cooperation Act of 1981 (PL 97-113) specifies that no less than 12% and a target of 16% of the funds appropriated to the five functional accounts, the worldwide disaster assistance account and the Sahel Development Program should be made available for the activities of PVOs in fiscal years 1982, 1983, and 1984. The earmarks do not include the American Schools and Hospitals Abroad program, Refugee Assistance, the Economic Support Fund (ESF) or AID administered support for PVO programs, such as Title II programs and excess property.

FY 1982, 1983 and 1984, which must respect the legislative intent should therefore result in progressively higher funding levels for PVO programs. Otherwise, Congress may in more binding fashion establish a dollar earmark for PVO activities. Annex IV discusses each of the following recommendations:

(1) Funding for PVO programs should be viewed as complementary with other AID projects within each regional and central bureau. Funds should be reserved for PVOs in order to meet the congressional earmark and the intention to reach higher target levels.

(2) Consideration of the funding level for PVO activities, as well as the appropriate mix between regionally-funded and centrally-funded programs, should be built into the AID program budget process in order that funding trends: areconsistent with Agency policy, represent conscious decisions by Agency management, and meet the Congressional mandate. Grants made to PVOs from all AID bureaus will be included in this decision-making process and review as follows:

(a) Include a PVO review at each stage of the CDSS review process. Each Regional Bureau and PPC would consider appropriate levels and rationale for support of PVOs.

(b) Include a PVO review at each stage of the ABS review process. Initiate a functional review of the total PVO program, co-chaired by PPC and FVA, in which the total PVO funding level and the mix between regional and central PVO funding levels is determined.

(3) Management and other institution-building support to U.S. PVOs should be provided on a selective basis under centrally-managed contracts awarded competitively, or cooperative agreements (as discussed in Issue II).

B. Funding allocations between field-program support and centrally-funded support. The two principal mechanisms for funding PVO field activities are centrally-funded and managed matching grants (MGs) and regionally-funded and managed operational program grants (OPGs). (Co-financing programs, for purposes of this discussion, are treated as variants of the OPG program.)

Mission-funded PVO field programs, usually operational program grants (OPGs), are initiated either by PVOs or by USAID. OPGs should be compatible with AID CDSS priorities and generally, include little AID/Washington involvement.

The Mission has the sole responsibility for monitoring and evaluating OPGs. However, the Mission should consult and coordinate with FVA to determine the overall capabilities and management strengths of a PVO prior to initiating an OPG. OPGs will normally support discrete programs or projects rather than represent a PVO's entire presence in a given country.

Centrally-funded PVO support represents a significant funding source for PVO programs. Such grants may be supervised by the Central Bureaus or in some cases, by Regional Bureaus. Central grants may be more efficient for AID and PVOs, especially small PVOs which lack the staff and capability to operate in many diverse country situations. Central grants should be directed primarily to PVOs with strong overseas experience and established management systems. Under the matching grant program, PVOs finance at least 50 percent of the proposed program from non-AID sources. Because these programs are jointly funded, both PVOs and AID must respect each other's viewpoint and differing perspectives. Properly administered, centrally-funded programs represent a partnership in which AID and the PVO participant function as equals.

In arriving at a proper mix between centrally-funded and mission-funded PVO activities, the strengths of each should be emphasized. Centrally-funded grants provide greater flexibility for the PVO to provide their own, non-governmental type of development assistance. Central grants are less dependent on AID's individual country programs and require a minimum of AID inputs. However, AID must retain adequate accountability and sufficient policy and sectoral direction in keeping with AID's legislative mandate.

Central grants, as well as consortia grants, have the advantage of utilizing a single grant document for multiple country and sectoral programs, thus providing for significant administrative efficiencies. Adequate conditions should be provided through strong policy direction by PPC and FVA in the operation of central grants, as well as for OPGs.

AID has provided institutional strengthening grants to some PVOs. Such support will no longer be generally available. Likewise, institutional and management support will be available in exceptional circumstances.

RECOMMENDATIONS:

1. AID should continue both field and centrally-funded PVO programs and maintain an appropriate mix between the two funding sources at roughly current proportions compatible with AID's country programs and FVA centrally-funded PVO programs. This is not intended to de-emphasize centrally-funded grants in favor of increasing the nature or scope of funding decisions at the local level.

2. PVOs with a demonstrated record in international development should be funded through comprehensive program grants, agreed to by AID and the PVOs, which would consolidate centrally-funded and field-funded programs where appropriate. This recommendation is in keeping with the Agency's effort to establish simplified management procedures in working with PVOs. (Smaller and "newer" PVOs should not be entirely precluded from consideration for comprehensive program grants in some instances due to lack of demonstrated record however.)

ISSUE V. INFORMATION COORDINATION AND DISSEMINATION

Inadequate information exchange between AID and PVOs, within AID and among PVOs hampers efficient programming. PVOs have very different strengths. AID has not developed an active two-way information system to describe or evaluate PVO characteristics or strengths, or to inform PVOs of what AID has learned about various technical packages. Nor has AID developed a strong information system to inform PVOs of mission priorities and country settings relevant to the operation of PVO country programs.

We now lack sufficient information on such questions as: (i) which organizations are best as doing what, and where; (ii) which technical approaches are most promising under what circumstances; and (iii) which program packages are managerially and technically effective and staff efficient.

RECOMMENDATIONS:

A. FVA should develop a more focused program of active two-way information dissemination, particularly to other parts of AID, based on the overall strengths and characteristics of various organizations, and to PVOs on AID sectoral priorities country strategies, and other relevant program/sectoral documents;

B. Increased attention should be given by both AID and PVOs to the evaluation and dissemination of the results of PVO experimentation in pilot programs. Several steps can be taken to accomplish this end. The following list is illustrative but not exhaustive:

(1) Internalize Evaluation. To increase effectiveness and the replicability of PVO development projects, project evaluation capabilities must be more effectively internalized by the PVO. FVA should continue to assist the PVOs in strengthening their evaluation capabilities by opening AID evaluation seminars to PVO personnel.

(2) Improve Communications. PVOs typically work independently from each other, even in the same country. PVOs could share information about what each other is doing, explore areas of common interest, pool resources and exchange ideas, and build on the knowledge gained from their experiences. Provision should be made for PVOs in the same country to exchange information. Such exchanges among PVOs should be facilitated and could on occasion be funded by the respective Mission.

(3) Improve PVO Evaluation and Information Dissemination Inside AID. AID needs to improve its ability to evaluate systematically, encourage improved overall performance of specific PVOs and develop an active information dissemination and exchange system. Information about PVO programs gathered by PVOs and AID offices and missions which manage PVO grants should be fed more systematically into the FVA Bureau, synthesized and disseminated to AID program managers and PVOs. Missions shall be directed to provide relevant documents to FVA and FVA should periodically provide such overall evaluations of PVOs to the field.

C. FVA should have the capability to provide technical assistance to Missions and PVOs to plan, design, manage and evaluate PVO programs and Missions should provide country specific information (such as information on OPGs under consideration, matching grants, etc.) to FVA so as to encourage Washington-based offices to share knowledge of PVOs and to be kept apprised of PVO activites at the country level, as well as to assure effective two-way communication systems. FVA should more actively provide:

(1) Technical assistance to AID regions and Missions, to plan, design, manage and evaluate PVO programs, and, if possible, to suggest new and innovative approaches to programs involving PVOs, and Missions should seek FVA's advice on such matters.

(2) Assistance to PVOs regarding AID procedures, functional or sectoral priorities, and country strategies. Relevant AID documents regarding AID procedures, sectoral strategies, country strategies, program and impact evaluations could be sent to registered PVOs as they inquire. Likewise, FVA should facilitate the dissemination of PVO documents relevant to the Missions and/or regions.

(3) Orientation to AID Mission Directors and others in the Agency as they desire of activities of PVOs involvement and activites in any given country.

ISSUE VI. PVO POLICY

There is a need for clear PVO policy direction. The roles of FVA as active participant in the PVO policy formulation process and as the principal agency-wide monitor and implementor of AID/PVO policy should be enhanced.

FVA has sought to clarify these policy issues by seeking guidance directly from the AID Administrator. Although the AID Administrator has ultimate responsibility for AID policy, PPC should function as the Administrator's "honest broker" among competing Agency interests and in conjunction with FVA develop overall policy direction.

RECOMMENDATIONS:

A. Enhance the role of FVA and PPC in PVO policy formulation and coordination:

(1) PPC and FVA should jointly chair reviews of overall Agency PVO strategy in the CDSS process and overall Agency PVO program levels in the ABS process;

(2) FVA should retain the Chairmanship of the intra-agency PVO liaison committee and should be primarily responsible for implementing the committee's recommendations. Policy-related issues should be directed to PPC and FVA, either one of which may "reconvene" the Committee at the Assistant Administrator/ Office Head level as appropriate.

B. Utilizing this paper as a basis, produce a series of definitive AID policy documents on all PVO matters. Such documents could, inter alia, address such topies as:

-policystatements on the subgroups of PVOs;
-guidance on the workings of the CDSS and ABS processes as they apply to PVOs;
-how AID should best support indigenous PVOs as entities in their own right

and as collaborators with United States PVOs.

ISSUE VII. ORGANIZATIONAL CONFIGURATIONS

The present organizational configurations for managing and administering the AID/PVO relationship are basically adequate. Clarification of functions and roles, however, and a change in emphasis on certain functions is needed.

A. FVA Bureau. FVA should structure itself to be a more active resource for AID offices and missions as they plan specific actions of programs with PVOs. FVA's role as the information and policy center for PVO matters should be strengthened. Such an overall communication system would use and keep AID's PVO memory current and would help ensure consistent implementation of AID/PVO policy.

RECOMMENDATIONS:

1. Strengthen the role of the FVA bureau in (a) formulating and implementing agency-wide PVO policy, budget and program guidance, and (b) coordinating and disseminating PVO program and information to AID offices and PVOs.
2. Reaffirm the functions of the FVA bureau:
   (a) General brokerage function of doorstep between PVOs and the regions. For example, FVA should inform AID offices of PVOs' characteristics and strengths and of the kinds of assistance the registered organizations receive from which AID offices and countries; assist PVOs with AID procedures, functional and sectoral priorities and country strategies by holding workshops and disseminating relevant AID documents; provide technical assistance to PVOs and to AID regions and missions to plan, design, manage and evaluate PVO programs and to suggest, when possible, new and innovative approaches to programs involving PVOs.

In order for FVA to play this strenthened role, a revised and strengthened management and information system must be put in place, which assures (1) that necessary information concerning PVO-related plans, projects and policies is provided FVA on a regular and timely basis and (2) that regional bureaus and missions inform and solicit advice and information from FVA prior to making any PVO grant awards. FVA should be given the lead in developing a system to accomplish these objectives,

in collaboration with PPC and the other concerned bureaus. Great care must be taken to avoid creation of an administrative bottleneck in PVO funding in the PVO information system.

(b) Registration and continued knowledge of PVO financial and managerial capabilities.

(c) Develop and manage the central grant program and an enhanced role in conjunction with Regional Bureaus and Missions, in coordinating PVO OPG grants.

(d) Liaison with the Advisory Committee on Voluntary Foreign Aid (ACVFA).

(e) Implement and monitor AID policy on PVOs, and develop AID program guidance concerning PVOs.

(f) Develop and moniton application of simplified AID procedures for supporting PVO programs.

(g) Coordinate the evaluation of overall PVO performance.

B. PVO Liaison Committee. The Agency should make better use of the PVO Liaison Committee - the intra-AID coordinating committee - as a forum to discuss PVO policy, program and procedural matters. The program recommendations of the committee should be implemented principally by FVA. Recommendations relating to policy should be directed jointly to AA/PPC and AA/FVA. The Committee should meet periodically at the Assistant Administrator/Office Head level to resolve policy issues and discuss new policy directions.

ISSUE VIII. ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID

Due to the recent report of the General Accounting Office (GAO) on the role of the Advisory Committee on Voluntary Foreign Aid (ACVFA) and its future as effective liaison between the PVO and AID community, a separate issue has been created in this paper.

The Charter of the ACVFA clearly delineates the duties, scope of activities and role of the members of the Committee. Thus ACVFA should:

1. Consult with, provide information to, and advise AID and other U.S. Governmental Agencies and Departments, as appropriate, on matters and issues relating to foreign

assistance in which the U.S. Government and U.S. private and voluntary organizations (PVOs) interact.

2. Provide the community of private and voluntary organizations (PVOs) working in development, relief and rehabilitation abroad with information, counsel and other necessary assistance on problems and issues of concern to them in their relations with AID and other U.S.Government agencies and departments.

3. Provide guidance to the Agency concerning the standards, criteria, requirements and process for registration of voluntary agencies; to review requests for reconsideration of those denied; and recommend to AID action to be taken on such requests.

4. Serve on the PVO Inter-agency Liaison Committee, or to be represented through Advisory Committee Staff.

5. Foster public interest in the field of voluntary foreign aid and activities of the PVO community/organizations.

RECOMMENDATIONS:

1. ACVFA should advise the Agency and utilize meetings of the Committee as a forum for discussion for proposals of change in PVO policy, programs and procedures.

2. ACVFA should utilize the meetings of the Committee not only as informational fora, but also opportunities for the Committee to become effective arbitrator on issues of concern between the PVO community and the Agency.

3. ACVFA should work with AID to develop an appropriate policy governing AID relationships with indigenous PVOs, a subject which raises serious policy and operational issues for some PVOs.

4. Regional Bureaus of the Agency working with PVOs should actively seek the assistance and advice of ACVFA through more direct contact with ACVFA staff, members and its chairman, as appropriate. Bureaus should also maintain contact with the ACVFA members which sit on the subcommittees of Development Education, Registration Review, PVO/Corporate Relations, PVO/University Relations and AID/PVO Policy.

ANNEXES & ATTACHMENTS
APPENDIX

ANNEX I. CATEGORIES OF PVOs AND OTHER NON-PROFIT ORGANIZATIONS.

Numerous problems within AID and between the Agency and the PVO community are in part a result of past imprecision in the definition and roles of the organizations considered as "PVOs".

The definition of a PVO in Regulation 3 under which AID has operated for the past several years in open-ended. It does not define the concepts "private" or "voluntary".

The lack of clear definition is addressed in the Policy Framework and Policy Assumptions section of the body of this paper. Likewise, contained in the body of the paper are clear distinctions between AID and the PVO in purpose, scope and roles.

Suggested functional sub-categories appear in Issue I of the body of the paper along the following lines:

A. Cooperatives & Credit Unions: U.S. Cooperatives were formed to provide business services and outreach in cooperative development for their U.S. membership. International programs of the co-ops were initiated in part by Agency urging, AID financing and Congressional mandate. These organizations support the mandate of Sections 102, 111, 123 and 601 of the Foreign Assistance Act of 1961, as amended. These organizations are not charitable or fund-raising organizations. A separate policy (PD-73) governs the Agency's relationship with cooperatives.

B. AFL-CIO Labor Institutes: The Institutes support the goals of FAA Sections 102 and 601 of strengthening free labor unions and increasing participation of workers in the economic and social development process of their respective countries. A separate policy (PD-52) governs the Agency's relationship with the Institutes.

C. Family Planning Organizations: These organizations have expanded family planning service accessibility world-wide, a major objective of U.S. foreign aid (FAA Section 104). Like the cooperatives and labor institutes, these organizations have engaged in international activities due to AID initiatives, funding and Congressional mandate. PD-39 governs the Agency's relationship with family planning organizations' programs.

D. Non-Profit Consulting Firms: This category has been recommended for elimination from eligibility for PVO grants in Issue II of this paper.

E. Traditional Voluntary Organizations: These organizations were founded at the end of World War II and undertook the relief and rehabilitation efforts of war-torn Europe. These organizations best represent the kind of organizations that Congress in Section 123 of the FAA has urged AID to support in development work. Of course, there are differences within these groups. Because of the wide range of interests, operations and funding requirements of the volags, it is recommended in the body of the paper that sub-groups among the volags be created taking the diversity into account.

APPENDIX 1

aid FACT SHEET

Bureau for Private and Development Cooperation / Office of Private and Voluntary Cooperation
Agency for International Development *Washington, D.C. 20523*

Grants Available From A.I.D. to U.S. Private and Voluntary Organizations (PVOs*)

This Fact Sheet is a guide to the types of grants available to U.S. private and voluntary organizations from A.I.D.'s Office of Private and Voluntary Cooperation, the focal point within the Agency for PVO relationships, and other A.I.D. bureaus, offices, and missions. PVOs wishing to apply for any of the grants described below must first meet the conditions outlined for each, and also be registered with A.I.D. It is suggested that PVO representatives start the grant application process by discussing, with the office indicated, the relevancy of the proposed project to A.I.D.'s legislative mandate and overall programs. If and when there is clear indication of A.I.D. interest in the project, the PVO should then apply for registration with A.I.D. For registration information please contact the Registration Officer, Public Liaison Division, Office of Private and Voluntary Cooperation, Bureau for Private and Development Cooperation, Agency for International Development, Washington, D.C. 20523. Phone: (703) 235-8911.

Operational Program Grants (OPGs)

Operational Program Grants enable PVOs to carry out specific projects (new or ongoing) in individual countries, and occasionally regions. Typically, an OPG is a two or three-year program, supporting projects which are initiated and developed by the PVO (rather than A.I.D.), and is fully compatible with A.I.D.'s legislative mandate. Normally, 25% of the cost of the project must come from non-A.I.D. sources. The project must be congruent with A.I.D.'s overall program for the country in which it is to operate, and the proposal must be prepared in accordance with the relevant bureau's or USAID Mission's guidelines.

Application may be made to the bureau or USAID Mission relevant to the country in which the project for which assistance is being sought will operate.

Matching Grants

Matching grants are awarded to PVOs to carry out a clearly-conceived, ~~ex~~ Ac. field-oriented program that takes place in a number of countries; is consistent with A.I.D.'s legislative mandate; and supports a clearly-defined, delineated program. Such a program may be as broad as the overall scope of the PVO's work or as specific as community-based health services or small enterprise development. The matching grant will normally allow a PVO to expand its program to new places and initiate new projects. Awarded to PVOs with well-established development programs and with demonstrated, private fund-raising ability. The grant may be for up to three years and is matching in the sense that A.I.D. will pay no more than 50% of the cost of the program.

Application may be made to the Office of Private and Voluntary Cooperation, Bureau for Private and Development Cooperation, Agency for International Development, Washington, D.C. 20523.

Other Grants

There are three other limited categories of grants currently available from the Office of Private and Voluntary Cooperation. Registration is a prerequisite for application for each, and the application process is subject to special considerations dependent upon the nature of the proposed program.

Institutional Support Grants give continuing support to a few PVOs and cooperative development organizations with well established programs, usually having a service or intermediary function overseas. Although these grantees may receive varying amounts of support from the private sector, the A.I.D. funding is needed to sustain their programs at an optimal level. Management Services Grants are made to provide the PVOs with technical, program, or management assistance to other PVOs (clearinghouse, accounting assistance, evaluation, etc.). The PVO grantee has a particular competence that its colleague PVOs need, and the grant allows it to provide that expertise at a very low cost to the other PVOs. Consortium Grants are made to groups of PVOs with similar interests to enable them to exchange information and program experiences and to collaborate in programs. These grants also enable small amounts of grants monies, through the consortia or their members, to reach grass-roots projects.

Note: In addition to the grants available from PVC and the Agency's geographic bureaus and Missions, PVOs may also apply to several individual A.I.D. offices for grants for projects relevant to the programs of those offices. In the Bureau for Development Support, for example, the Offices of Education, Energy, Health, Housing, and Population each award grants for projects that pertain to their overall programs. The Office of Women in Development, Bureau for Program and Policy Coordination, also gives grants to PVOs, as do the following in the Bureau for Private and Development Cooperation: Office of American Schools and Hospitals Abroad, Office of U.S. Foreign Disaster Assistance, Office of Food for Peace, and Office of Labor Affairs. Registration is normally also a prerequisite for grants from these offices.

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*Universities and organizations engaging exclusively in research and scientific activities are not considered PVOs. Also, A.I.D. has a general policy that PVOs seeking a grant must show that at least 20 percent of the organization's international activities has been funded from U.S. private, non-U.S. Government sources.

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ANNEX II. CATEGORIES OF SUPPORT.

Considerable confusion surrounds the several categories of support that AID makes available to registered PVOs. It is frequently unclear which organizations will be considered for the various types of support: the seven kinds of specific support grants(matching grants, operational program grants, co-financing grants, insitutional support grants, institutional development grants, management support grants, consortia grants) and the three specialized subventions (P.L. 480 Title II, ocean freight reimbursement and excess property). With the proliferation of AID funding mechanisms, a complexity of administrative requirements results for both AID and the PVOs.

As noted in the body of the paper under Issue II, the relationships of the PVOs with AID are (1) independent development agencies and (2) intermediaries of AID programs.

Consolidation of the funding and management of institution-building support, elimination of institutional support grants as a separate category, retention of consortia grants, development of the comprehensive program grant concept and simplifications of the field support program will enable these relationships to be continued and strengthened.

Explicit criteria for the matching grant (MG) program are also addressed in the body of the paper, along with enhancement of the participatory process by FVA , PPC and ACVFA.

This issue should come under further discussion by the Advisory Commttee before finalization, along with detailed diagram of the PVO grant program.

ANNEX III. FUNDING LEVELS.

Since 1972 the Agency's support for PVO programs has been intended to enhance PVO involvement in overseas development work. To further this objective, over the past several years AID, at the urging of the U.S. Congress, has significantly expanded the funding channelled through PVOs. AID support for PVO programs has grown steadily from less than $50 million to nearly $200 million, 13 percent of the proposed development assistance budget for FY 1982.

Decisions regarding the level of AID support for PVO programs are built in at various points of the normal AID budget review process. A rigid funding target, such as statutory or administrative earmark (in dollar or percentage terms) had not been established before the enactment of the International Security and Development Cooperation Act of 1981 (PL 97-113) which specifies for the first time that at least 12 percent and a target of 16 percent of AID development assistance budget appropriated to the five functional accounts, the worldwide disaster assistance account and the Sahel Development program should be allocated to programs administered by PVOs in FY 1982, 1983 and 1984.

PVO programs complement other AID central and regional programs. The current budget review process as it relates to PVOs is incomplete. We believe that the current approach is basically sound. It provides the flexibility needed to exercise program judgements regarding the absorptive capacity and development performance of the PVOs.

The following is a brief description of how PVO levels are now set within the annual budget review process. (The process for centrally funded and regionally funded PVO programs operate differently.) The centrally funded PVO level reflects a conscious decision made by Agency management, while the regionally funded PVO level currently does not. It operates as follows:

1) Centrally-funded PVO level: As a final stage in the ABS process, PPC chairs a review of the FVA Bureau proposed annual budget. All AID bureaus and offices are invited to participate in the review and among other things, make recommendations regarding funding levels for various objects or categories of projects. PCC brokers the final funded decision with FVA. Significant disagreements go to the Administrator for resolution. Thus, Agency management consciously decides what the central PVO funding level is each year.

2) Regionally-funded PVO level: Each Regional Bureaus's funding level for PVO programs results primarily from a series of country-specific funding decisions in the annual budget review process. In a country ABS, PVO projects are interranked with other projects. Funding decisions for individual countries focus on total country levels, and within that total on which projects contribute to the achievement of the country development strategy. Generally who implements projects is not a factor. Given the Agency and Congressional interest in PVOs priority should be given for PVO country projects. Therefore, the amount of funding that goes to PVO projects may not be directly addressed in the budget decision process for a particular country, and this policy attempts to rectify that situation.

The PVO funding level for each Regional Bureau is an aggregation of these individual country decisions and some regional funding decisions. The total Regional Bureau level of PVO support is not reviewd by the region, by FVA or by PPC to determine whether it should be increased or decreased.

In addition, the regional PVO funding levels are not compared to the central PVO funding level for a judgment to be made on the total PVO funding level, or for adjustment in the mix between central and regional levels. Thus it is fair to say that consideration of overall PVO funding levels in the present budget review process is incomplete.

Recommendations are put forth in this annex to accompany those in Issue IV:

1) To ensure that overall PVO program decisions are consistent with the Agency's PVO policy and represent conscious decisions made by AID management, a functional review of the PVO program portfolio should be added to the annual program and budget review process.

2) During the budgeting process, indicative levels for PVO programs should be set for both centrally funded and regionally funded PVO programs. These indicative levels should reflect the Congressional mandate to maintain the 12 percent floor and a good faith effort to achieve the 16 percent target. During the annual program and budget review process, the Agency should undertake overall PVO budget review by regional and central programs, in addition by functional accounts.

The review of PVO programs from these two different perspectives (regional/central and functional) is designed to assure that PVOs receive appropriate levels of AID attention and funding.

ATTACHMENT B. PVO ELIGIBILITY TO RECEIVE AID FUNDING.

The issue of PVO eligibility to receive AID funding is of such complexity and importance that the Advisory Committee RECOMMENDS that it be the subject of additional dialogue and discussions before the policy and approach are finalized.

No comments or suggested changes are therefore recommended in the body of this paper on this issue.

ANNEX 7

Report on Participant Evaluation, ACVFA

June 10 - 11, 1982

REPORT ON PARTICIPANT EVALUATIONS

ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID

June 10 - 11, 1982

Of the 193 persons attending the two day meeting, 41 completed evaluation forms. They were asked to evaluate the content of the presentations, panels and discussion and to offer suggestions for future ACVFA topics.

In evaluating the sessions, the participants rated almost all the sessions helpful with presentations on media approaches. The panels with media representatives were the highest rated activities. Percentages of responses are presented in Table 1.

The topic Media as a Development Education Resource was judged "better than most topics" by those responding. Opinion was almost evenly divided between "excellent" (13) and "good" (17) coverage of the topic.

When asked to evaluate what the best portions of the conference were, the Media Approaches I and II segments rated the highest followed by the media panel on obstacles to reporting on development issues. Several

respondents mentioned the remarks by Don Thieme of OPA and the overall opportunity to be updated on progress in development education by the PVOs as important aspects of the meeting for them. Specific comments included insights gained on the parochialism of both the PVOs and the media and reference to the pragmatic spirit evidenced in the approach to development education.

Suggestions on improving the conference were wide ranging and reflected the diversity of interests of the PVOs attending. One of the few comments which was repeated several times concerned the request for small group discussion and more time for questions and answers. Several persons requested that the business portion be held either at the beginning or end of the two-day meeting and that agenda changes be avoided so that persons can participate at the announced time.

There appeared to be confusion on the part of a few participants as to the Committee's role in the AID/PVO policy review and why the synthesizing process was performed by a non-staff member. A few participants would have liked a little more time for the AID/PVO policy review discussion and better integration of the discussion topics within the meeting context.

Positive comments complimented the conference planning and expressed appreciation to the committee for the discussion opportunities provided.

Future topic suggestions were wide-ranging and included: the security vs. development program issue in foreign assistance; congressional viewpoints on development education/hunger; leadership development; dialogue with specific AID regional bureaus; indigeneous PVOs; dialogue with the educational community; progress on the Percy Amendment; water programs; development education for small PVOs with limited resources; cost-effectiveness of different media in development education, and views and preceptions of people from developing countries on U.S. PVO activities.

Additional comments were representative of divergent points of view. Committee members were criticized for not attending the full meeting in some cases, while another comment praised the Committees new leadership role. Other references were fairly specific including: the issue of who will fund development education; the use of satellites to increase person to person communication between countries; the lack of geography instruction in U.S. public schools; and sources for additional prepared media presentations.

Although participation in the evaluation was limited, it underscored the diversity of opinion present in the U.S. PVO community and the importance of fora such as ACVFA to give this diversity additional opportunities for expression.

The evaluation form utilized is attached.

ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID

June 10-11 Meeting

Media as a Development Education Resource

Please take a few minutes to fill out this evaluation of the conference and drop it off at the Information/Resource Table before you leave.

Please rate each agenda item as follows:

1 Of great use to me or my organization
2 Helpful to me or my organization
3 Of little use to me or my organization
4 Of no use to me or my organization
5 I did not attend

	World Hunger Media Awards Program, keynote address. Thursday morning
	Media Approaches Part I Thursday morning
	Discussion from the Audience Thursday morning
	Ann Crittenden, luncheon speaker Noon Thursday
	Don Thieme, AID Office of Public Affairs Thursday afternoon
	Obstacles and Challenges to Reporting About the Third World, media panel. Thursday afternoon
	World Food Day - A National Development Education Activity for PVOs. Thursday afternoon
	Collaborative Efforts in Development Education Thursday afternoon
	Development Education as an Integral Component of a PVO, Edith Wilson. Friday morning
	AID Development Education Activities Friday morning
	Media Approaches Part II Friday morning

(If you would rather rate the individual panelists, instead of the activity as a whole, please do so.)

Please rate the subject area of Media as a Development Education Resource and its coverage at this conference.

Subject Area	Coverage at this Conference
Best Conference Topic _____	Excellent coverage of topic _____
Better than most _____	Good coverage of topic _____
About the same as others _____	Fair coverage of topic _____
Worse than other topics _____	Poor coverage of topic _____
Could not compare, this was my first conference _____	

What was the best part of the conference for you?

_____

_____

_____

What could have been done to help improve the conference in the areas of structure and/or content?

_____

_____

_____

What other topic areas would be of interest to you?

_____

_____

_____

Please feel free to add any other thoughts you might like to share with the Advisory Committee on the topic of Media as a Development Education Resource.

_____

_____

_____

_____

_____

TABLE 1

PRESENTATIONS/PANELS	EVALUATION BY PARTICIPANTS	
WORLD HUNGER MEDIA AWARDS PROGRAM, KEYNOTE ADDRESS	Of great use to me or my organization	2.5%
	Helpful to me or my organization	40%
	Of little use to me or my organization	40%
	Of no use to me or my organization	2.5%
	I did not attend	15%
MEDIA APPROACHES PART I	Of great use to me or my organization	44%
	Helpful to me or my organization	45%
	Of little use to me or my organization	7%
	Of no use to me or my organization	2%
	I did not attend	2%
DISCUSSION FROM AUDIENCE	Of great use to me or my organization	-0-
	Helpful to me or my organization	24%
	Of little use to me or my organization	61%
	Of no use to me or my organization	8%
	I did not attend	8%
LUNCHEON SPEAKER ANN CRITTENDEN	Of great use to me or my organization	3%
	Helpful to me or my organization	37%
	Of little use to me or my organization	32%
	Of no use to me or my organization	18%
	I did not attend	11%

TABLE 1 (continued)

PRESENTATIONS/PANELS	EVALUATION BY PARTICIPANTS	
REMARKS BY DON THIEME, OPA	Of great use to me or my organization	17%
	Helpful to me or my organization	39%
	Of little use to me or my organization	20%
	Of no use to me or my organization	12%
	I did not attend	12%
OBSTACLES AND CHALLENGES TO REPORTING ABOUT THE THIRD WORLD, MEDIA PANEL	Of great use to me or my organization	46%
	Helpful to me or my organization	39%
	Of little use to me or my organization	10%
	Of no use to me or my organization	-0-
	I did not attend	21%
WORLD FOOD DAY PANEL	Of great use to me or my organization	10%
	Helpful to me or my organization	51%
	Of little use to me or my organization	23%
	Of no use to me or my organization	3%
	I did not attend	13%
COLLABORATIVE EFFORTS IN DEVELOPMENT EDUCATION PRESENTATIONS	Of great use to me or my organization	14%
	Helpful to me or my organization	38%
	Of little use to me or my organization	19%
	Of no use to me or my organization	8%
	I did not attend	22%

TABLE 1 (continued)

PRESENTATIONS/PANELS	EVALUATION BY PARTICIPANTS	
DEVELOPMENT EDUCATION AS AN INTEGRAL COMPONENT OF A PVO, EDITH WILSON	Of great use to me or my organization	26%
	Helpful to me or my organization	37%
	Of little use to me or my organization	18%
	Of no use to me or my organization	3%
	I did not attend	16%
AID DEVELOPMENT EDUCATION ACTIVITIES	Of great use to me or my organization	36%
	Helpful to me or my organization	42%
	Of little use to me or my organization	11%
	Of no use to me or my organization	-0-
	I did not attend	11%
MEDIA APPROACHES PART II	Of great use to me or my organization	43%
	Helpful to me or my organization	35%
	Of little use to me or my organization	14%
	Of no use to me or my organization	-0-
	I did not attend	8%

ANNEX 8

Charter of the Advisory Committee On Voluntary Foreign Aid

CHARTER OF THE ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID

ARTICLE 1. The official designation of the Committee shall be: The Advisory Committee on Voluntary Foreign Aid.

ARTICLE 2. Objective: To serve as a focal point for relations between the U.S. Government and U.S. private and voluntary organizations active in the fields of relief, rehabilitation, and development overseas. To assure that the voluntary sector plays a vital and dynamic role in the formulation and execution of foreign assistance programs.

ARTICLE 3. Duties and Scope of Activity:

- To consult with, provide information to, and advise the Agency for International Development (and other U.S. Government agencies, as appropriate), on matters and issues needing attention across a wide spectrum of development issues relating to foreign assistance in which U.S. Government and U.S. private and voluntary organizations interact.

- To provide the community of private and voluntary organizations working abroad in development, relief and rehabilitation with information, counsel, and other assistance on problems and issues of concern to them in their relations with A.I.D. and other U.S. Government agencies.

- To foster public interest in the fields of voluntary foreign aid and the activities of private and voluntary U.S. organizations.

- To provide guidance to A.I.D. concerning the standards, criteria, requirements and process for the registration of voluntary agencies; to review requests for reconsideration from those agencies denied a place in the registry and to recommend to A.I.D. the action to be taken on such requests.

ARTICLE 4. Duration: The Advisory Committee on Voluntary Foreign Aid will serve indefinitely, subject to biennial renewal as required under the Federal Advisory Committee Act.

ARTICLE 5. Reporting: The Advisory Committee will report to the Administrator of the Agency for International Development (A.I.D.). The Assistant Administrator of the Bureau for Private and Development Cooperation, A.I.D., will be responsible for providing the necessary support for the Committee and its Subcommittees. The Executive Director of the Advisory Committee will be the government representative to the Advisory Committee. The Committee will file annual reports with the Administrator describing its activities during the preceding year and furnish any other data that may be requested by the Agency's Advisory Committee Management Officer.

ARTICLE 6. Costs: The annual operating costs in dollars and person-years for this Committee and Subcommittees thereof are estimated to be approximately $200,000 and 2 person-years, respectively.

ARTICLE 7. Meetings. It is expected that the Committee and its Subcommittees together will hold four or five meetings annually. Should additional meetings be appropriate, such will be scheduled.

ARTICE 8. Membership: The Committee shall be composed of not less than fifteen members (including the Chairman and Vice Chairman) appointed by the Administrator of A.I.D., plus persons who are designated Chairmen and Vice Chairmen Emeriti. All of the Committee members and the Chairmen and Vice Chairmen Emeriti, shall be voting members. The Administrator of A.I.D. shall designate the Chairman Emeritus, respectively, of the Committee. Members of the Committee shall continue to serve for fixed terms. Vacancies in membership occurring thereafter will be filled by appointments for six-year terms from the date of appointment. Tenure of members shall be subject to the Committee itself being renewed every two years in accordance with procedures and findings required by law.

ARTICLE 9. Subcommittees: The Advisory Committee on Voluntary Foreign Aid may appoint Subcommittees, which shall report to it.

ARTICLE 10. Effective Date: December 31, 1980
Termination Date: December 31, 1982

ARTICLE 11. Date Charter is Filed: December 19, 1980